DOCUMENT RESUME

ED 032 09 LI 001 676

By-Friedman, Burton Dean; Mullen, Robert
Archival Library and Museum Services in the State of Nevada, A Survey Report, 1968.
Public Administration Service, Chicago, Ill.
Spons Agency-Nevada Council on Libraries.
Pub Date 68
Note-95p.
EDRS Price MF-$0.50 HC-$4.85
Descriptors-*Archives, Financial Support, *Library Collections, *Library Services, *Library Surveys, *Museums, Records (Forms), State Agencies, State Libraries, State Surveys
Identifiers-*Nevada

This study is concerned with the Nevada state government's administrative arrangements for historical collections, library services, and public records management. Many agencies or institutions are now involved in these activities. For this survey the staff made visits to each major agency included in the study. Discussions were held with administrators about service, goals and objectives, and problems of organization and administration. Background materials were obtained to elaborate upon regular biennial reports and budget documents. Particular attention was focused on these characteristics of each operation: (1) clientele or purpose served; (2) functional relationships among agencies; (3) adequacy of present resources to satisfy current and future needs; (4) management philosophy and susceptibility to executive control; and (5) possibilities for achieving greater effectiveness with present resources. Chapter II outlines characteristics of the functions being considered, reviews major problems associated with each, and defines the roles which each must assume as a state-sponsored activity. Chapters III through V consider alternative organizational arrangements and suggest a specific plan for improvement. (Author/CC)

ED032091

ARCHIVAL
LIBRARY
AND MUSEUM SERVICES
in the STATE OF NEVADA

A Survey Report

1968

Public
Administration
Service

CHICAGO
ATLANTA
SAN FRANCISCO
WASHINGTON

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

LI 001676

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

ARCHIVAL
LIBRARY
AND MUSEUM SERVICES
in the STATE OF NEVADA

A Survey Report

1968

**Public
Administration
Service**

Consulting · Research · Publishing

1313 EAST SIXTIETH STREET, CHICAGO, ILLINOIS 60637

WASHINGTON • SAN FRANCISCO • ATLANTA

7

LI 001676

PUBLIC ADMINISTRATION SERVICE PAS
1313 EAST SIXTIETH STREET · CHICAGO, ILLINOIS · 60637

Please reply to: 680 Beach Street, Suite 496
San Francisco, California 94109
Dial 775-5115 Area Code 415

December 1, 1968

Nevada Council on Libraries

Public Administration Service is pleased to submit this report on our study of archival, historical, library, records management, and government depository services in state government. Emphasis is given to problems of organization and coordination of services.

The study was conducted and the report written by Burton Dean Friedman and Robert Mullen, of the staff of Public Administration Service.

We wish to express our appreciation for the assistance extended by the many officials and concerned persons contacted in the course of the study.

Respectfully submitted,

D E Nemetz

Donald E. Nemetz
Western Representative

DEN:hd

TABLE OF CONTENTS

Page

Letter of Transmittal

SUMMARY OF MAJOR FINDINGS AND RECOMMENDATIONS i
  Major Findings i
  Major Recommendations i

I. NATURE AND SCOPE OF THE STUDY 1
  Survey Procedures 3
  Report Organization 4

II. PRESENT ORGANIZATION AND ADMINISTRATION OF LIBRARY, RECORDS, AND HISTORICAL SERVICES 5
  Organizational Setting in the Executive Branch 5
  Nevada Historical Society 8
    Organization and Administration 9
  Division of Archives 12
    Organization and Administration 12
  Nevada State Library 15
    Organization and Administration 15
    Office of the State Librarian 17
    Division of Field Services 17
    Division of Law 18
    Division of Library Services to Institutions and for the Physically Handicapped 19
    Nevada Center for Cooperative Library Services 20
    Division of Reader and Reference Services 21
    Other State Library Activities
  Nevada State Museum 24
    Organization and Administration 24
  Special Collections Departments of Nevada Universities 28
    University of Nevada Special Collections 29
    Nevada Southern University Special Collections 31
  Department of Administration 32
    Records Services 32
    Lost City Museum 35
  Summary and Conclusion 36
    Present Organizational Weaknesses 37
    Growth and the Shape of Things to Come 39
    Need for Improved Program Management 40

III. PROGRAM RESPONSIBILITIES: FINDINGS AND RECOMMENDATIONS 42
  State Responsibility or the Cultural Heritage 43
  Records Management 47
  Records as Cultural Heritage 50
    "Historical": A Clarification 51
    The Heritage Collection 52

TABLE OF CONTENTS (Continued)

Page

Museums and Related Historical Programs 55
Library Services 58
  Library Services to State Government 59
  Depositories for Government Publications 61
  State Services to Public Libraries 62
  School Libraries 63
  Interlibrary Cooperation 64
  Recommendations 65
Other Agencies Affected 66
Conclusions 70

IV. MANAGEMENT SERVICES, SPACE, AND PERSONNEL 71
Budgeting and Planning 72
Space Considerations 74
Staff Considerations 77

V. PROPOSED DEPARTMENT OF LIBRARIES AND MUSEUMS 79
Administrative Organization 81
  Office of the Director 81
  General Secretariat 81
  Administrative and Special Services 82
  Library Division 84
  Heritage Collection 85
  Museum Division 86

EXHIBITS

Table 1 - State Officials and Plural Bodies Concerned with Library, Records Management, and Historical Functions - State of Nevada 6

Chart 1 - Proposed Organization - Department of Libraries and Museums - State of Nevada, 1968 80

SUMMARY OF MAJOR
FINDINGS AND RECOMMENDATIONS

Major Findings

1. The State contributes heavily of its own resources to the support of library, historical, and records management programs; this state support is significantly supplemented by private foundation and association contributions and federal funds.

2. These several programs are closely related as to basic purpose but are not clearly demarked with the result that needless duplication, overlap, and service ommissions occur.

3. Responsibility for the conduct of the programs is widely diffused among many state departments, boards and commissions, and private or semi-private agencies. Minimum essential coordination under these circumstances is not possible.

4. Undesirable "competition" or rivalries have developed among entities, even though many dedicated officials and private persons are exerting great effort to provide a quality service to the public.

5. In light of the illogical organizational, fiscal, and administrative arrangements, public and private funds devoted to these programs are not being utilized as effectively as desired.

6. In all program areas additional financial support is needed; however, this should be preceded by a clarification of program scope, objectives, and responsibilities to assure best utilization.

7. Individual programs and activities can be improved and strengthened under the existing organizational structure, but only to a limited extent. A major reorganization and reassignment of program responsibilities is needed.

Major Recommendations

1. A Department of Libraries and Museums should be created with three major components or divisions: Libraries, museums, and the "heritage collection". The purpose would be threefold: (a) to bring together, the several functionally allied efforts of state government, thereby to realize the economies associated with best use of facilities, personnel, and other resources; (b) to achieve desirable coordination between museum, library, and other cultural development programs; and (c) to enable the Governor and the Legislature to make more informed judgments concerning these matters.

2. All records, documents, manuscripts, books, and related materials which are deemed to constitute a part of the cultural heritage of Nevada, and which are owned by the State, should be designated as "the Heritage Collection". Initially it would comprise appropriate Nevada and the West holdings of the two universities, the State Library, the Nevada Historical Society, and the Division of Archives. The Collection need not be housed at one location but its component parts should be clearly identified, made widely known, and generally accessible to the concerned and interested public, scholars, and researchers.

3. Overall responsibility for records management and archival administration in the state government should be lodged in the Department of Administration; the records management program should be redefined and extended to all state departments and agencies on a mandatory basis; and records no longer needed for the conduct of state government business, but of historical value, should become a part of the Heritage Collection.

4. The several state museum programs and facilities, now administered by a number of separate agencies, should be drawn together into a state museum system. Exhibit materials should be rotated among museums and other public institutions and facilities to the maximum feasible extent.

5. As regards library services, the following is recommended:

    a. The State Library clearly should be recognized as the agency for providing essential library and informational services to all elements of state government, and fragmentation of this responsibility should be avoided: funds adequate to strengthen these services should be budgeted.

    b. The State Library should be designated by statute as the central depository and distribution outlet for state publications.

    c. A systematic program of state grants should be adopted to supplement local efforts in support of public library services.

    d. The State Library should be given an advisory and consultative role in regard to public school library services, working closely with the State Department of Education and local school districts.

    e. Strong emphasis and first priority support should be given to programs and projects involving the broadest inter-library cooperation.

6. In respect to all programs studied, and in the organization of the proposed Department of Libraries and Museums, greatly increased attention should be given to such management needs as program planning, budgeting, fiscal control, staff development, and systems analysis.

These and other basic recommendations are more fully and specifically set forth in Chapter III of this report. Chapter IV treats with management, staff, space, and related needs, the fulfillment of which is essential to the improvement of services to the public. The final chapter outlines the structure of the proposed new department.

I. NATURE AND SCOPE OF THE STUDY

This study is concerned with the state government's administrative arrangements for historical collections, library services, and public records management. Eight agencies or institutions are now significantly involved in these activities: (1) the Office of the Secretary of State (Division of Archives), (2) the Department of Administration (Records and Microfilm Services, and the Lost City Museum), (3) the Nevada State Library, (4) the Nevada State Museum, (5) the Nevada State Historical Society, (6) the Department of Education (School Library Services), and the special library collections of (7) the University of Nevada, and (8) the Nevada Southern University. Several other state agencies and entities have differing degrees of authority, service, or policy responsibility for, and interest in, the functions mentioned. These include the Nevada Heritage Association, the Nevada Council of Libraries, the Governor's Commission for the Preservation of Nevada History, and the Nevada Educational Communications Commission. The roles and functions of these are described and commented upon where relevant to the objectives of this study.

The present arrangement of these selected functions is illustrative of the organizational features which characterize the entire administrative structure of the state government. With far more than 100 state agencies, boards, and commissions, the administrative organization for carrying out state programs generally is complicated and unwieldy. This condition was documented in 1948, in a comprehensive study of state government prepared for the Nevada Legislative

Counsel Bureau.[1] Subsequent actions by interested officials have sought to offset the adverse effects of fragmented executive control, but such efforts have not resolved the problem. The present study addresses a particular case -- that of library, records management, and historical activities. This case study may help to illuminate the causes, the undesirable effects, and the means of solving the general organizational problem facing the executive branch of state government; however, that is not a primary justification for the present study, which covers a most interesting and useful set of state activities.

The State contributes heavily of its own resources to the support of library, records management, and historical programs. From time to time, it also accepts special assistance from philanthropic organizations, other states, and federal agencies to augment its own support. For example, the study on which this report is based was financed with grants of the Max C. Fleischmann Foundation through the Nevada Council on Libraries; similar arrangements supported studies concerned with the improvement of library services. Significant grants from the Fleischmann Foundation have also been made available to and through the Nevada State Library, and directly to numerous other state organizations and agencies, for various public services. The impact of these grants upon the general welfare and social and cultural institutions in Nevada has been considerable.

One objective is to make maximum use of all available resources.

---

[1] Albert Gorvine, Administrative Reorganization for Effective Government Management in Nevada, 1948.

This requires orderly methods for delivering adequate services at the least possible cost; it means avoiding unnecessary duplication of facilities and staff; it also means providing built-in administrative devices for effective coordination and control. Under suitable administrative conditions, the cost of superior services could be lower than the price of mediocre services under an uncoordinated approach; certainly a higher quality of service can result at no additional cost. This report identifies the major weaknesses of the present arrangements for administering the library-records-historical activities; it also explores alternate means for improvement.

Survey Procedures

The project staff made introductory visits to each major agency included in the study. Discussions were held with administrators regarding service characteristics, program goals and objectives, and problems of organization and administration. Background and supplementary materials were obtained to elaborate upon regular biennial reports and budget documents. A standard discussion outline was used; similar kinds of data were obtained for each activity, thus facilitating the overall review and evaluation of services rendered. Particular attention was focused on these characteristics of each operation: (1) clientele or purpose served; (2) functional relationships among agencies; (3) adequacy of present resources to satisfy current needs, and anticipated future requirements; (4) management philosophy and susceptibility to executive control; and (5) possibilities for achieving economies or greater effectiveness with present resources.

A rich body of additional published information was gathered for the survey staff by the State Library. Helpful information regarding the Legislature's interest in the functions studied was obtained through discussions with the Director and staff of the Legislative Counsel Bureau. Because some agencies, boards, and commissions have only peripheral relationships to the broad functions studied, not all of these were visited but information about them was gathered from the statutes, budget documents, and other published statements of activity or policy.

Report Organization

The remainder of the report is presented in three major parts. Chapter II outlines the characteristics of the functions being considered, reviews the major problems associated with each, and defines the róles which each must assume as a state-sponsored activity. Chapters III, IV, and V, respectively, consider alternative organizational arrangements and suggest a specific plan for improvement.

II. PRESENT ORGANIZATION AND ADMINISTRATION OF LIBRARY, RECORDS, AND HISTORICAL SERVICES

Three of the operating agencies included in this review -- Department of Administration, State Library, and Nevada Historical Society -- are substantially under the direct administrative control of the Governor. However, the Historical Society is subject to the Governor's control only indirectly, through an appointed board of trustees. Other agencies are relatively independent of the Governor's executive authority. For example, the Secretary of State, Board of Education, and Board of Regents all are elected, as provided by statute or the Constitution. Several additional agencies have governing boards, statutory in origin, that either are elected by special memberships or are gubernatorial appointees.

Organizational Setting in the Executive Branch

The dispersion of authority for library, records management, and historical activities is made evident by an examination of the functions of the various agencies, plural bodies, and officials concerned. Table 1 contains a partial listing of these, grouped by method of selection. The units listed have at least fifty individuals in a policy making and/or executive capacity. This large number, in and of itself, need not be disturbing; the activities at issue do transcend usual departmental lines in some ways and do concern broad public needs. It is significant, however, that approximately ten agencies of the executive branch are involved, that many of their programs are interrelated, and that the objectives of one are of

Table 1

State Officials and Plural Bodies Concerned with Library, Records Management, and Historical Functions
State of Nevada

Elected Officials and Boards

Secretary of State -- Constitutional elective officer; appoints, by statutory authority, assistant state archivist and administers division of archives to receive documents of historical value and maintains other important state records.

Board of Regents, University of Nevada -- nine members -- constitutional elective officers; through university system, administers libraries of which special collections departments are a part; maintains Nevada historical library which conducts historical research and maintains depository of historical documents.

State Board of Education -- six members statutory elective officers plus two members appointed by elected members; through Department of Education administers public school library programs.

Boards and Commissions whose Members are Ex-officio (in Whole or Part)

State Board of Examiners -- three members -- Governor, Secretary of State, and Attorney General; approves flow of all documents (except from agencies exempted by law) to and from state archives and has certain other records management responsibilities.

Board of Directors, Department of Highways -- three members -- Governor, Attorney General, and State Highway Engineer; exercises full authority regarding records management and disposition for Department of Highways.

Nevada Council on Libraries -- seven members -- State Librarian and six members appointed by the Governor; establishes standards and reviews programs concerning libraries, librarianship, library education and allied activities in Nevada; exercises certain administrative and policy controls regarding grants-in-aid for those activities.

Boards, Commissions, and Officials Appointed by Governor

State Librarian -- administers all activities of the State Library; may render technical and other assistance to any library in the State in the interest of library improvement; administers federal funds apportioned for library purposes.

(continued)

Table 1 (continued)

Director of the Department of Administration -- through budget division administers microfilming program and certain records management functions for agencies not exempt by law.

Director of the Department of Conservation and Natural Resources -- through parks division is responsible for conducting an historical markers program; places and maintains such markers; consults with Nevada Historical Society to determine content of legends on markers; administers and develops historical site facilities, museums, and monuments.

Board of Trustees, Nevada Historical Society -- seven members appointed by Governor -- through its appointed staff, administers historical museum and library, conducts historical research, maintains depository of historical documents.

Boards and Associations Selected by Authorities Other than the Governor

Board of Directors, Nevada State Museum -- eight members elected by membership -- through its appointed director and staff operates State Museum in Carson City; provides technical and professional assistance to certain other museums which have no such staff, e.g., Nevada Historical Society and local museums and historical societies; performs field and laboratory research in such areas as anthropology, biology, and archaeology; participates in educational programs through preparation of school kits and sponsorship of general educational programs in natural history and other pertinent fields of scientific enquiry.

Board of Trustees, Nevada Library Association -- up to fifteen members elected from general membership -- a non-profit corporation to promote library service and librarianship in Nevada; is a professional organization, not a state agency.

Executive Director, Nevada Heritage Association -- appointed by members of the association -- the association receives $1.00 per year from the State and is considered a state institution for the purpose of coordinating the restoration of the Virginia and Truckee Railroad, obtaining materials therefor, and obtaining other adjunct equipment such as will not conflict with the purposes of the State Museum and State Historical Society.

concern to others. In many instances, the activities of one agency parallel, duplicate, overlap, or encompass those of others.

The point is not that the public and official interests in these matters are many and diverse; certainly this is a standard characteristic of state government and is inherent in cultural affairs as well as the political and administrative processes. Rather, the point to be emphasized is that state government provides the means through which state resources are channeled to serve broad public and private needs, as well as the needs of state government itself; to the extent that these resources are excessively fractionalized and insufficiently coordinated, the effectiveness of all state programs is reduced. At present, it is clear, the divisions are excessive and the coordination is not sufficient.

The following pages contain descriptions of the major organizational units that share in the library/records management/historical complex upon which this report focuses attention. A relatively complete description of each agency is provided; discussion therefore ranges rather far from the central issue, because the agencies are not single-purpose units.

Nevada Historical Society

The Nevada Historical Society has an institutional history of uncertainty: uncertainty as to sources and amounts of financial support; as to its legal status (whether a purely private organization or a state agency); and as to the availability of suitable quarters in which to carry out its program. For sixty-odd years, the trials and tribulations of the Society have resulted from such factors as poor organization, limited funds and staff, and inadequate management; these factors need not be detailed here. It is significant to note that the Society is now enjoying a period of rejuvenation, as an operating agency of the State.

However, relationships between the Society and some other state institutions concerned with Nevada history remain strained and poorly defined. This appears to have resulted from its relative isolation, which may have been encouraged by its autonomy. It's recent conversion to an agency of state government has not completely alleviated this problem.

The Society had a long history as a quasi-official state agency for receiving and preserving valuable historical materials. First established as a private organization in 1904, it primarily served the interests of its membership in preserving materials and information concerning Nevada history. The Society has never enjoyed adequate financial support from any source. It has, at times, filled a valuable role for the scholarly community. At one time it was designated as the official state archives, in an unsuccessful attempt both to meet a governmental need and to strengthen the Society's position as a repository for historical documents; this effort failed chiefly because the Society had administrative weaknesses as an archival agency, and possibly because these were exaggerated by its autonomous status.

Organization and Administration

Management arrangements for the Society are nearly identical to those for the State Museum: a seven-member board of trustees selects and employs an executive director. The Society's board, however, is no longer elected from and by its membership; the board is appointed by the Governor, making the Society somewhat less autonomous than the State Museum but considerably more so than the State Library. The program of the Society has not been fully effective during its lifetime. Financial support from private and membership sources has never been sufficient. This lack of full effectiveness undoubtedly has contributed to the fact that other agencies serve the same or closely related purposes. Society responsibilities, in varying degrees, now duplicate or overlap those of the State Library, State Museum, Division of Archives, and the Special Collections Departments of the university libraries.

The salaried staff of the Society consists of a director (position vacant), an assistant director, two museum attendants, a clerk stenographer, and a half-time research librarian, augmented from time to time with student help. It has been hoped that additional positions will be established once the new building becomes fully operational.

The Society is now financed primarily through state appropriations which permit current annual operating expenditures to run at approximately $50,000. In addition to state appropriations, modest funds are derived from membership fees, proceeds from the sale of a quarterly publication, and miscellaneous income. Also, the Society is authorized to spend $10,000 (remaining from building construction funds) for new equipment. Budget requests for the next biennium anticipate an annual increase of about $20,000.

The Society receives no significant financial assistance from private foundations or federal programs.

A new building, located on the University of Nevada campus in Reno, is the Society's new home. The building is divided into two major sections: a museum exhibit area, and library and files space. Although intended to house the Society's museum, library, and research facilities, its present space (13,000 square feet) is inadequate for the entire collection; three to four times the present capacity would be needed to house materials which the Society now stores commercially at a cost of more than $6,000 per year.

Such estimated space needs must be viewed with some caution, however; much of the material in storage already is known to be valueless. Most material has not been inventoried, nor has its retention value been determined. The Society lacks organized information on its holdings and lacks staff to make retention determinations; these are major weaknesses.

The Society has no qualified museum personnel; therefore arrangements have been made with the State Museum for its specialist to render technical assistance in preparing exhibits. Joint use of technicians can be continued in the future; however, it is not likely that a single qualified person can respond fully to the needs of both museums. The lack of qualified personnel extends also to the tasks of sorting, evaluating, cataloging, and listing holdings, which include books and documents, artifacts, and other stored materials. Unless these personnel or services are made available, much of the Society's collection will remain inaccessable to researchers and the general public.

Division of Archives

The Division of Archives is, by statutory provision, an administrative unit within the Office of the Secretary of State. It is a very small unit, created in 1965 to receive materials of historical value from other state agencies and local governments. The Secretary of State is an elected official; legally, the archival function therefore is not a direct responsibility of the state's chief executive. As a practical matter, however, the Governor is necessarily interested in the records aspect of administrative management; he is apprised of archival activities through his membership on the Board of Examiners and his ececutive relationship to the Secretary of State.

Organization and Administration

The Division of Archives' creation and location result primarily from the efforts of the incumbent Secretary of State to give formal identity and status to the task of preserving records of historical significance. The statute creating the division assigned to it responsibility for the custody and preservation of permanent official records, such as the enrolled copy of the state constitution, manuscripts relating to Nevada's territorial status and history, deeds, bonds, conveyances, and the like.

By implication, the Secretary of State is the State Archivist. The division is headed by his subordinate, the Assistant Archivist, a full-time officer. The permanent archival staff consists of an additional one-half time clerical assistant. This staff is, at present, substantially augmented: three part-time Neighborhood Youth Corps participants are paid by federal funds; and there are three unpaid part-time volunteers, for whom the Governor personally has purchased guide uniforms. The full-time equivalent of these part-time employees approximates two to two-and-one-half employees, for a total work force of at least four persons. Current annual expenditures are roughly $20,400 [1] in state funds and $3,000 federal (Youth Corps).

The statute that establishes the Division assigns to it the receipt, custody, and management of any materials from state or local government agencies deemed of historical value. The deposit of materials by state agencies requires prior approval of the Board of Examiners, which consists of the Governor, Secretary of State, and Attorney General, each a constitutionally elected official. The deposit of materials by local government units (city, town, or county) requires the prior approval of their respective governing bodies. No materials may be removed from the archives without approval by the Board of Examiners. The statute also provides that, with approval of the Board, the archives may receive materials other than those of historical value and, similarly, may release materials, either to the agencies from which they came or to the Nevada Historical Society (in the case of surplus materials or materials otherwise deemed appropriate for the Society's custody).

The Division of Archives performs other tasks related to the collection and custody of records. It makes records available for research and information purposes; it receives numerous inquiries regarding the archival holdings and responds to questions of a general historical nature. The head of the Division organizes and participates in slide shows, lectures, and informational guide tours of the Capitol. As a matter of practice, the Archives Division serves as one more historical arm of government. Owing to the assistant archivist's qualifications as an historian, the Division has been able to accomplish much in the way of collecting, sorting, identifying, and classifying materials; the considerable work which has been accomplished with the Division's limited funds and staff unquestionably has contributed to the formal preservation of Nevada history.

---

[1] Some $5,000 of this amount represents rental payments for Archives Division space.

Since its creation in 1965, the Division has filled the approximately 18,000 square feet of space available to it. All records received into the archives are of interest, to be sure; however, the need or desirability of their indefinite retention for historical purposes remains in question. For example, it is judged that at least fifty per cent of the archival material could be microfilmed and then disposed of to free space for newer material or for storage or other purposes. Microfilming services are available from the Department of Administration; the fact that this service has not been used attests to the difficulty of achieving coordinated effort between agencies.

The majority (75%) of present holdings consists of manuscripts, papers, and correspondence; the balance contains maps, films or prints, sound recordings, and miscellany. Essentially all materials are received from state agencies, although material may be received from other sources. About 75 per cent of the holdings are dead storage, not in current use; the active remainder recieves frequent to infrequent usage. With Board of Examiners approval, the archives may transfer unwanted materials to other agencies. This is rarely done.

The archives are housed in the basement of the Capitol. Space available for archival storage is neither sufficient nor suitable for records storage. Moreover, the archives suffer from (a) the lack of complete microfilming services, (b) the very broad definition of materials to be received into archives, and (c) the relative decentralization of the state's overall tasks of records management and preservation of historical material. Responsibility for these tasks is shared by the Archives Division with the Department of Administration and other state agencies.

Nevada State Library

The inception of the State Library in 1861 was a response to the need for a central depository and source of information essential to the orderly conduct of territorial government. Located in the Supreme Court and Library Building, the Library continues to serve its original function. In addition, it has grown to provide broad programs of technical and financial assistance to public libraries throughout the State and to other state agencies. By definition, a state library provides services and materials which (a) meet the information needs of state government and (b) support and supplement the resources and programs of other libraries. 1/ The State Library is the agency through which, in Nevada, the state government administers its program of general library development.

Organization and Administration

The State Library is an agency of the executive branch under the executive control of the Governor. The Governor appoints the

---

1/ Nevada Council on Libraries, First Report -- Nevada Libraries -- 1966.

administrative head of the library, to whom he delegates full responsibility for internal management. The staff consists of 37 full-time personnel, including 10 professional librarians.

Total funds for all programs administered by the Library exceed $2 million; however, direct costs for operating the State Library represent only about 14 per cent of this amount, or $306,451. A major activity of the State Library is to administer (or help to administer) federal funds for assistance to library construction and to the improvement of library service and, similarly, to administer funds obtained from the Max C. Fleischmann Foundation.

In terms of its own actual operating costs, State Library current expenditures are as follows:

	Total
Administrative Office	$56,875
Field Services Division	41,695
Reader and Reference Services	116,050
Special Services	
Physically Handicapped	10,810
Institutional Libraries	12,578
Law Library	68,443
TOTAL	$306,451

The State appropriates $254,232, or about 83 per cent, of this direct operating budget. The remaining funds administered by the State Library are derived from foundation grants and federal assistance.

State Library activities are many and diverse. In addition to maintaining its own library collections and services, the State Library provides technical and financial assistance to local libraries throughout the State, on every aspect of library development and operation. The magnitude of federal and other aid programs, plus the increasing demands upon the library as a source of information, place major new burdens on the library staff and facilities; these strain its capacity to maintain present programs at an acceptable level. Services are carried out through five primary divisions, under the office of the State Librarian.

Office of the State Librarian

This office bears the responsibility for coordinating the several operating divisions, performing all administrative services, and consulting with the Governor, other officials, and advisory bodies. The State Librarian is assisted by a small clerical staff in the conduct of the administrative and office services.

Division of Field Services

An acknowledged problem throughout the State is the paucity of library resources -- facilities, materials, and professionally trained librarians -- thus this Division, headed by a professional librarian, provides consultant services to public libraries throughout the State. It maintains records relating to libraries affected by the LSCA Title I. 1/ The Division makes regular visits to 22 public libraries in 16 of the State's 17 counties to consult with and advise librarians, library boards, local government officials, and others concerning all aspects of library administration and program development. The Division reviews building projects and the use and reporting of LSCA funds. It also acts as contracting agent for the State Library's cooperative processing service.

1/ Library Services and Construction Act, administered by the U.S. Department of Health, Education and Welfare.

The results achieved by this Division are dependent on the amount of reciprocal effort in the various local jurisdictions. The Division works with the Nevada Council on Libraries (of which the State Librarian is an ex-officio member), and with university librarians for the overall advancement of library services in the State. The Division staff consists of the director, one professional assistant, and a clerk typist. The main library facility lacks space; unfortunately, therefore, the Division occupies rented quarters two blocks away.

Division of Law

This Division, headed by a professionally trained attorney-librarian, provides the services of the law library to the Supreme Court, other state agencies, the legal profession, and the general public. The law library is located on the second and third floors of the Supreme Court and Library Building; its 46,000-volume collection includes documents of the federal government, Nevada, other states, and foreign jurisdictions.

As the primary law library resource for the above-mentioned clientele, including the Legislative Counsel and the Attorney General, the Division provides extensive reference, research, and interlibrary loan services. Holdings are cataloged, and cooperative acquisition and union listings are maintained with the Washoe County Law Library and National College of Trial Judges at the University of Nevada.

Inadequate funds for the purchase of materials -- in light of the rising cost of legal materials -- requires a heavy dependence on borrowing from the California State Library and other law libraries.

Many acquisitions are effected through an exchange program with 33 states and 45 institutional libraries.

The Law Library is conveniently located in relation to state and court offices. However, the collection itself has outgrown its limited space, leaving entirely inadequate space for in-library use by patrons.

Division of Library Services to Institutions and for the Physically Handicapped

This Division renders consultant, technical, and financial assistance to state correctional and mental health institutions. It houses and operates a regional library (not yet fully established) for the physically handicapped in Nevada. The Division's program is relatively new; prior to its establishment as a separate division in February, 1968, some services were rendered on an irregular basis to institutions, but Nevada depended on California for materials for the Blind and Physically Handicapped. These long neglected services are now gathering momentum.

The Division serves five state institutions having a combined resident population of nearly 2,000 and a staff numbering close to 600. The objectives, already partially met, are to establish library services where there are none and to improve those that do exist. It advises and assists institutions in the purchase of materials and equipment, in weeding useless material from collections, and in developing library programs to meet unique institutional needs. The program of library service to the physically handicapped includes establishment of a regional materials resource in Carson City, with large print materials, taped and recorded materials, and adjunct equipment for the use of blind and physically handicapped persons. The Division prepares and distributes service brochures to and coordinates its program with individuals, agencies, and associations working with the handicapped. It obtains certain support from the Library of Congress.

The Division, headed by a professional librarian assisted by one clerical employee, shares quarters with the Field Services Division in rented office space two blocks from the main library. This highly unsatisfactory arrangement will be alleviated, it is hoped, through two anticipated moves: library services to the handicapped will share quarters with the Center for Cooperative Library Services when it is relocated in more adequate quarters; and the library for the handicapped will be relocated in the Las Vegas area.

Nevada Center for Cooperative Library Services

As the name implies, this unit has been established to provide certain technical services on a cost basis for any library in Nevada or in surrounding states desirous of participating. It is an effort, through interlibrary cooperation, to reduce costs for routine operations and to make available new services which might otherwise be beyond the means of individual libraries or library systems.
Services include centralized acquisition, cataloging, processing, and book delivery for 11 public libraries, 4 school libraries, and the State Library. Additional service requests exceed the capacity for the Center's present small quarters in the basement of the Supreme Court and Library Building. With adequate space (which is soon to be provided), additional personnel, and automatic processing equipment, the Center could render services to all libraries in the State.

The Center now functions as a division of the State Library; legally, however, it is a separate agency, governed by an executive board of which the State Librarian is an ex-officio member. Contracts are negotiated with participating libraries; operating costs currently are being met through Title III federal funds, payments from participating libraries, and a Fleischmann Foundation grant (the initial grant of $5,000 was to establish a revolving fund). No state funds are now directly committed to this operation, although additional financial support will be needed to bring the service to full maturity and the Center still depends on state library personnel to augment its staff. This practice is a further drain upon the limited staff resources of the library.

The coordinator of the Center is assisted by a librarian-cataloger and twelve technical and clerical employees. Additional foundation funds are being sought to conduct feasibility and systems studies to permit expanded and more efficient processing by automated methods. This is being considered in conjunction with a planned relocation of the Center to new and more adequate quarters in January, 1969. The new building is to cost about $83,000, of which $58,000 is to be obtained from the Fleischmann Foundation and $25,000 from federal sources.

Division of Reader and Reference Services

This Division administers several components of the program of library services to agencies of state government, public libraries, and individuals. It has primary responsibility for acquisition and maintenance of all materials (except for law materials) and for assuring high standards of reference, research, and interlibrary loan services. Beyond this, the total quality of library services in Nevada is in large measure dependent upon the holdings maintained in this Division for, in theory, the State Library's general collection should backstop or supplement local library collections.

Because the State Library cannot completely fulfill this role through its limited holdings, it serves as an intermediary, or clearing house, for interlibrary loans. In the past year, more than 2,400 loan requests were fulfilled for government agencies and other libraries; more than 21,000 items were circulated among state agencies; and some 12,000 reference questions were processed. Clearly, the State Library services are both needed and used; however, the library is able only partially to satisfy the heavy demands made on it.

The Division of Reader and Reference Services also is responsible for operating a "documents depository system" to improve services to state agencies and to the public. This system seeks to obtain and make centrally available copies of publications, reports, and other documents of state and local government agencies. The Library has for some time been an official depository for selected federal documents, but has never had an adequate program. Such efforts, shared and scattered as they have been among the numerous agencies, have not resulted in uniform or ready access to the thousands of useful state documents. Selected federal, California, and Nevada publications are collected and lists of acquisitions are made available monthly throughout the State. At present, the small area in the basement of the State Library provides barely enough space to hold the materials on hand, and little or no space for the processing function and personnel so engaged. Yet this may be considered one of the more vital services the State Library is seeking to provide.

The Division of Reader and Reference Services is also responsible for acquisition, cataloging, and maintenance of special materials (e.g., periodicals, newspapers, microfilm, and serials), and for a program of revising systems and reclassifying materials to facilitate access, location, and data processing potential. The completion of backlog work along with continuous maintenance would allow full coordination of State Library bibliography and cataloging with national sources and union listings with other libraries.

Other State Library Activities

The State Library administers other programs designed to improve the dissemination of information to citizens of the State and to improve library services throughout the State. Among these, its publications program includes a Monthly Library Bulletin for agencies of government, the monthly Official Publications List mentioned above, periodic Bibliographies of Nevada Materials, the quarterly Nevada Libraries directory and library news, and other special items. The publication program is limited relative to need; lack of staff and funds preclude publishing such essential items as union lists, the costs of which could be saved many times over through reductions in duplicated materials and staff time in searches and interlibrary loan effort.

The State Library supports certain educational and training efforts which, also because of limited resources, fall far short of minimum need. It has paid for two graduate library scholarships, subsidizes summer library courses at the University of Nevada, conducts library workshops in the field, and participates in some other programs on a shared basis.

Nevada State Museum

In 1941, the State Museum was officially given responsibility for collecting, preserving, and housing samples of the arts, sciences, and natural history, relating particularly (but not exclusively) to Nevada and the Great Basin. Included in its interests and represented in its collections are the fields of history, archaeology, anthropology, paleontology, mineralogy, ornithology, and other pertinent fields of scientific enquiry. Its purpose and program include elements identical to those of the Nevada Historical Society and parallel or complement those of other historical agencies in the State. The Museum building was formerly the Carson City Branch of the United States Mint, constructed in the late 1860's; in a real sense, the building itself is part of the Museum collection.

Organization and Administration

The Museum, although by law a state institution, is operated as an autonomous entity. It was organized by an act of the Legislature in 1939 and is managed by a Board of Trustees acting through an appointed Museum Director. The eight-member Board, elected annually from the Museum's membership, establishes operating policies for the Museum and performs certain management tasks including approval of the budget and appointment of the Museum Director. The Director administers the program through a staff of 20 employees, three of whom are part-time. Approximately one-half of the museum staff are "state" employees in that their salaries are established by the State and they are paid from appropriated funds. The compensation for other employees is established by the Director and paid from other revenue sources.

Museum operations are financed only in part by state appropriations. The source of funding for the fiscal year ending June 30, 1968 was as follows:

Carryover from dedicated funds	$45,763
Legislative Appropriation	79,113
Dividends from Investments	20,690
Memberships	955
Donations	848
Fleischmann Foundation	64,246
Interest	1,569
Souvenir Shop	9,203
Miscellaneous	147
Contracts	2,462
Refunds	586
Total Operating Funds	$225,582

(Source: Annual Financial Report, Nevada State Museum, 1967-68.)

There are three major departments: anthropology, biology, and exhibits. The clerical and general support activities include reception, bookkeeping, security, and maintenance services and operation of the souvenir and book shop.

Department of Anthropology. This unit, with a staff of three persons, is responsible for archaeological and ethnological research and related information programs, including publication of findings, lecturing, and conducting tours. Archaeological field work has been almost completely suspended in order to process, catalog, and analyze materials already collected -- primarily from excavations on the Pyramid Lake Reservation. Among the cooperative ventures in which the Museum has participated is a survey and excavation program supported jointly by the Nevada State Museum and the Peabody Museum of Harvard University.

Department of Biology. This unit, also known as the Department of Natural History, employs four persons primarily engaged in biological research and surveys, specimen collection and preparation, and the conduct of informational programs including lectures, tours, and publications. The programs and projects include working with university and other groups in conducting animal and bird censuses and in mammal and bird identification, collection, and skin preparation.

Department of Exhibits. This unit, with a staff of three, engages in a wide variety of activities connected with the programs of the two departments described above and in general support of the total museum program. In addition to preparing and maintaining regular exhibits in the museum in Carson City, this unit participates in historical and other displays throughout the State. Cooperative projects have been undertaken with the Las Vegas Convention Center, Northeastern Nevada Historical Society Museum, Ormsby County Library, and organizations in neighboring states. The Department is also responsible for accessioning, preparing, and exhibiting miscellaneous historical and general materials and artifacts, and for related informational programs.

The activities of the Museum basically are guided by general scientific or educational considerations. However, this general high standard is accompanied by an implicit and explicit determination to collect and preserve items and information of particular interest or historical value to Nevada. In this respect, the Museum's interest overlaps that of the Nevada Historical Society, at least in terms of collecting three-dimensional objects. The Museum has divested itself of its books, papers, and manuscripts collections, however, and no longer professes a direct interest in such. A written agreement is now in effect between the Museum and the University of Nevada Library, formalizing a policy whereby the Museum will transfer any manuscripts it receives to the custody of the Special Collections Department of the University Library which, in turn, will transfer or refer to the Museum any artifacts it receives.

The Museum never has been supported fully by state-appropriated funds. Rather, state funds may be said to pay generally for housekeeping services and "fixed" overhead; projects and enrichment programs are paid for from other sources. Membership fees and donations, as seen in the foregoing tabulation, account for less than one per cent of total operating funds. The withdrawal of foundation support, for example, would bring Museum operations very nearly to a standstill.

The low proportion of state funds to other support may or may not reflect the level of official interest in supporting the Museum as a cultural facility. However, judging from the pattern of the past, such official interest has been sustained with occasional stress. During the past fiscal year, state-appropriated funds accounted for somewhat less than 40 per cent of the total expenditures. In the current year, it is anticipated that state funds will account for about one-third of the total. Natural consequences of this financial arrangement may be the development of divided loyalties stemming from an inability of museum staff to rest secure in the knowledge of continued permanent support. The uncertainty of financial support inhibits the planning and undertaking of expanded programs that may become desirable, such as, for example, the operation of a system of branch museums.

Its small size and autonomous character, coupled with substantial support from private sources, has put the Museum in an "arms-length" relationship vis a vis the Legislature, which must balance numerous requests for funds, often from agencies with which the Museum competes. A predictable result has been minimum sharing of resources and scant integration of like programs.

Special Collections Departments of Nevada Universities

Special collections departments are standard features of university libraries. Special collections render services to students and faculty of the university community, and to other persons of demonstrated scholarly purpose. The two state universities' special collections together constitute a rather comprehensive collection of books and materials relating to Nevada and the West, and contain a Modern Authors Library, rare or other important books requiring special handling and care, and books of special typographic or subject-matter interest. Similarly, appropriate non-book materials such as manuscripts, government documents, archives, prints, photographs, broadsides, and posters also are maintained in the collections. The University of Nevada and Nevada Southern University special collections vary somewhat in emphasis, of course, They are funded through the university budgets, except for a few small projects paid for with gift funds.

The university library system is a keen competitor, has a great appetite for Nevada historical reference materials, and has had considerable success in collection efforts. The historical components of the special collections are pertinent to this study; these are found principally within the "Nevada and the West Collections," and may be considered part of the State's total Nevada historical resources. No attempt has been made in this project to study the universities' total library programs. Attention is focused only upon those activities which relate to the broad interests and services of Nevada state government in the historical field, in which the university special collections are major elements of strength. One difficulty in maximizing that strength has been a lack of suitable relationships between the special collections, on the one hand, and complementary holdings -- notably those of the Nevada Historical Society -- on the other.

University of Nevada Special Collections

The portion of the University of Nevada Special Collections most pertinent to this report is the Nevada and the West Collection. Its purpose is to assemble a wide variety of published works related more or less specifically to Nevada; these include books, periodicals, government publications, manuscripts, newspapers, maps, pictures, and various other materials. In order not to compete needlessly with the collecting efforts of the special collections department at Nevada Southern University, the University of Nevada Department concentrates somewhat more on the northern than the southern portion of the State. Necessarily, the scope of the collection extends to materials which treat of the Great Basin, California, and other parts of the West from the Rocky Mountains to the Pacific Ocean. 1/

1/ Report on the Special Collections Department for the accreditation committee; Memorandum, September, 1967, Robert D. Armstrong.

The Center for Western North American Studies, Desert Research Institute, is interested in and makes recommendations for acquisitions concerning the Nevada and the West Collection. The Center reportedly was instrumental in establishing the special collection, to overcome prior major deficiencies in information.

The Nevada and the West book collection is quite comprehensive, including such fields as mining, history, and politics. It is estimated that but five to ten per cent of the book holdings relate to the West outside of Nevada, California, and Utah and that the manuscripts, pictures, maps, and newspapers relate almost exclusively to Nevada.

The University of Nevada Special Collections Department holdings are approximately as follows:

	Number of Items
Manuscripts (catalogued)	111,635
Manuscripts (uncatalogued)	55,000
Books (including archives and bound periodicals)	9,000
Maps	330
Pictorial Materials	2,313
Microfilm (Includes theses, newspapers, bibliographies, and microcards)	5,200
Sound Recordings (oral history)	31

Roughly one-third of the total manuscript collection relates to Nevada and the West. Overall, the Nevada and the West Collection occupies at least three-fourths of the total space of the Special Collections Department, most of which is in the main library building. The space allocated there is fully utilized and a small amount of material has been placed in storage. Expansion of the library has not been given high priority in the University's building program; it therefore is not likely that significant quantities of additional materials can be properly housed and processed.

There is evidence of considerable cooperative effort by the University with other agencies. Some difficulties persist in this respect, however. Areas of primary concern include: the present inaccessability of the Nevada Historical Society manuscript collection; the Historical Society's refusal to permit microfilming of its newspaper collection; and competitive collection practices with such other agencies as the Division of Archives, Nevada Historical Society, Nevada Southern University, and Nevada State Library. The Special Collections Department's space problem is undoubtedly aggravated by the Department's designation as the University of Nevada Archives; that activity, if fully implemented, would require additional space and staff, as well as the refinement of university-wide records management procedures.

Nevada Southern University Special Collections

This unit, relatively new to the Nevada Southern University Library, was organized during the past year-and-one-half. Its collection is considerably smaller than that of the University of Nevada and the unit is not professionally staffed. The collection was outlined in the 1967-68 annual report approximately as follows:

Nevada Materials	Number of Items
Books	1,000
Microfilms of Nevada newspapers (Rolls)	1,300
State Documents	2,258
Manuscripts (Collections)	34
Gaming (Volumes)	250

In addition, the collection includes 48 periodicals published in Nevada; and the unit is designated as the university archives. The manuscript collection is comprised of items either donated by individuals or received from the Southern Nevada Historical Society. The special collections thus embrace primarily Nevada materials.

The needs for additional space and for professional library personnel already are problems with respect to special collections activities, and these problems are common to Southern Nevada University in general. In light of the phenomenal population increases in Clark County, the growth problems facing the university library facilities are not likely to abate in the near future. As a growing institution, Nevada Southern's library may be expected increasingly to compete with other institutions and agencies, at least for historical materials. It is not uncommon in state university systems for such competition, coupled with jurisdictional feelings, to becloud important public considerations and to hamper the sharing of limited valuable and important resources. Measures which may be taken to minimize this possibility in Nevada are discussed later in this report.

Department of Administration

The Department of Administration performs several central service functions for the state government. Of these, the records management task is of immediate and direct concern to this study, because records management may be interpreted to include important aspects of the archival functions. Also, through its Division of Buildings and Grounds, the Department administers and operates the Lost City Museum at Overton; this activity too is related to the present study.

Records Services

The Department conducts its records management activities through the Records Services Section of the Budget Division.

The Records Services Section was organized in July, 1967 to initiate and carry out a broad program of improvement in paperwork systems throughout state government. (Except in certain agencies specifically exempted by law such as the Department of Highways, Nevada Industrial Commission, and Employment Security Commission.)

Taken as a whole, records management embraces all phases of the generation, storage, and disposition of paperwork in the government. It undoubtedly should be a concern of all state agencies, for all may benefit from improved systems and techniques. Needed expensive equipment and other resources may be shared among agencies; hence central coordination of services is required.

The scope and effectiveness of records management as performed by the Department of Administration is also directly related to the need for a separate records agency such as the Division of Archives. As noted earlier, archives need not refer only to records of historical research interest; they also may include records of permanent or semi-permanent official value, to be retained over a long period for administrative or legal reasons.

Obviously, some official records may, at some point in time, become useless in the current conduct of government, but still retain real or potential historical value. At that point, they may cease to be a concern of those engaged in records management but become the concern of those responsible for archival or historical material. These distinctions involve organizational, legal, and scholarly considerations, all of which are more fully explored in the following chapter.

Although several important first steps have been taken toward implementing large-scale records reform, the achievement of overall objectives is proceeding slowly, hampered by both administrative and legal obstacles. Current activities of the Records Services Section are summarized below. In view of the very small staff, consisting of a supervisor, two full-time technical personnel (concerned primarily with microfilming activities), and two part-time clerical-technical personnel, the results are commendable.

Records and Paperwork Systems Analysis. These activities should and to a certain extent do include: analysis of paper flow and filing methods; establishment and coordination of records destruction schedules; development of standards and methods for creation of forms and reports, including coordination of their printing and supply; assistance in development and coordination of agency record retention practices; operation and management of central records storage areas; and service as the clearing point for final disposition of records no longer useful to the day-to-day conduct of state business. The latter two functions -- storage and records clearing -- are responsibilities substantially shared among all state agencies and the Division of Archives. Thus comprehensive records management is somewhat inhibited by the decentralized control and dispersion of facilities. Voluntary participation by agencies in cooperative records management efforts is an expressed objective of administrative policy, but it has not been widely achieved.

Reproduction Services and Standards. The Section provides limited central reproduction services to state agencies. Operations initiated in Carson City, Elko, and Las Vegas have demonstrated the economies that may be achieved by reducing agency needs to operate individual, and small, reproduction centers. The Section develops standards for reproduction equipment, supplies, and contracts to obtain lower prices and better service and control. A good start has been made towards reducing costs and providing better services, but much remains to be done.

Microfilming Services and Standards. The Records Services Section performs some microfilming and related services for all state agencies. The Section reviews agency systems or proposals for systems, establishes standards for equipment and supply purchases, and performs filming services for some agencies. Thus far, services performed for ten agencies have included the filming of more than one-half million documents and the provision of security storage for microfilm. The Section operates the only film processor in state government. Much of the cost of central microfilm service is recovered through charges to using agencies; the same is true of reproduction services. Expansion of these services, and more intensive utilization of available equipment, could result in major reductions in space and filing equipment needs throughout state government. The development of microfilming services now depends largely upon the extent of voluntary participation by user agencies; it could be hastened through further improvement and strengthening of records management systems in all agencies.

Lost City Museum

This facility is operated by the Building and Grounds Division of the Department of Administration. The museum land was privately deeded to the State for state museum and park purposes; the museum building was constructed by the federal Work Projects Administration. Located at Muddy River Valley, which was once inhabited by Pueblo Indians, the Lost City Museum represents a reconstructed Indian village, containing relics and artifacts pertinent to the Valley's history and Indian lore. The majority of the collections of the Museum are the personal property of the individual who is employed as curator.

The Museum is funded through state appropriations, primarily for staff salaries and maintenance costs. Legislation enabling the operation of the facility as a state museum prohibits the acceptance of gifts without prior legislative approval.

Clearly, this facility represents an important component of the State's natural and cultural heritage. It is equally clear, however, that the Museum's purpose and function are quite dissimilar to those of the Department of Administration. The desirability that it be administered in conjunction with other historical activities seems apparent.

Summary and Conclusion

The foregoing discussion necessarily omits many facets of the cultural, historical, and educational programs that the State now conducts or may wish to develop in the years ahead. The agencies and activities described are among the significant and representative efforts. However, it should not be assumed either that these activities satisfactorily achieve the level of service presently intended or that the activities are suitably allocated among agencies. Because responsibilities are divided unsuitably, much present work of dedicated people is frustrated and its potential effectiveness is lost.

One example is the perplexing case of the Nevada Historical Society; that is not the only example, however. The future promises greater frustrations and needless disparities unless corrective action is taken, both to achieve greater coordination among programs and to achieve major improvements within each program activity.

Present Organizational Weaknesses

The abundance of competing and overlapping interests in the fields of historical, library, and related activities has been indicated above. It may be useful here to review the existing pattern of administrative or policy concern for these services, as a background for discussing needed organizational and program change. Also, at this juncture it is useful to mention some agencies or units that are not considered in detail in this report (these are identified with an asterisk); the extent of their involvement in the subject matter discussed varies, but none should be overlooked. A multitude of local or regional historical or library organizations engage in related activities and, at times, seek state assistance and recognition, these are not included in the list below.

A. Four operating agencies share responsibility for those aspects of the preservation of Nevada history that require the State to collect memorabilia, operate museums, and identify, explore, or preserve historical sites and landmarks:

   1. Nevada State Museum
   2. Nevada Historical Society
   3. Department of Administration
   4. Division of Parks*

   At least three *ad hoc* or statutory bodies are similarly concerned:

   1. Commission for the Preservation of Nevada History*
   2. Nevada Heritage Association*
   3. Virginia City Restoration Commission*

B. Three operating agencies share the responsibility of state government for overall records management and for providing repositories for ephemeral materials, permanent documents, and publications useful to the conduct of state government:

1. Department of Administration -- Microfilm and Records Services
2. Secretary of State -- Division of Archives
3. State Library

At least two of the plural bodies previously mentioned are actively concerned with those activities:

1. Board of Examiners
2. Nevada Council on Libraries*

C. Six agencies engage in operating libraries or research facilities for historical, general information, legal, educational, or other purposes:

1. Nevada State Library
2. Department of Education*
3. University of Nevada
4. Nevada Southern University
5. Nevada Historical Society
6. Secretary of State -- Division of Archives

At least five plural bodies are concerned or involved to some degree with the functions of these agencies:

1. Board of Examiners
2. Board of Regents*
3. Board of Education*
4. Nevada Council on Libraries*
5. Commission for the Preservation of Nevada History*

For the most part, these various entities function independently of each other; yet some were created explicitly to coordinate shared activities. Individual agencies tend to operate as though their range of activity included the entire range of activity of other agencies; competition and isolation overcome the need for coordination and cooperation. Some duplication is necessary to be sure; each state university does need its own library, for example. When duplication and overlapping exceed the limits of necessity, however, genuine coordination tends to be impossible. The ease or difficulty of obtaining coordination depends partly upon attitudes of responsible officials, but it also varies with the number of agencies engaged in a given line of activity. In Nevada, successful coordination of the programs discussed here is unlikely under present organizational arrangements.

Growth and the Shape of Things to Come

Under existing arrangements, no one in state government can know the total effectiveness of the present programs, evaluate future needs, or even determine the propriety of additional support -- which is constantly being sought. It is nearly impossible to separate the objectives of the numerous programs, so complex is the array of statutory authorities and so interwoven their purposes. Authority is fragmented and diffused. The need is clear for a better plan of organization, if the State is to realize full potential benefits from its investments in these activities and to achieve economy and effectiveness in their administration. Several long-standing jurisdictional jealousies must be set aside, so the public interest may be served properly.

In considering possible reorganization of these functions, it should not be assumed that the rapid growth in Nevada's population in recent years is a transient phenomenon. Growth, by all reasonable forecasts, is likely to continue. Demands for services -- museums, libraries, schools, and similar facilities -- clearly will increase, and public expectations will grow accordingly. The action of governments and governmental agencies should be adjusted accordingly: that is, their action and planning must be anticipatory, as well as reactive.

The programs discussed in this report center about library, museum, historical research, and other educational services. These matters all are related and complementary. The organizations that sponsor or engage in the activities have "growed like Topsy". The activities, nonetheless, are here to stay; their accompanying financial and administrative problems do not go away if ignored. A piecemeal approach to organizational conduct is likely to be unsatisfactory, and should be avoided.

Need for Improved Program Management

One basic criterion for planning and administering cultural, educational, or informational programs is the grouping of the components on a functional basis, insofar as administrative style and program objectives will permit. The present proliferation of responsibilities prevents this and should be overcome.

Most agencies reveal evidence of weaknesses in their capacities for planning, financial administration, research and analysis, and other essential activities which must support their growing workloads. For example, this situation is acute in the State Library, which administers technical services statewide; it clearly should be permitted to increase its capability in these essential areas of management. This offers an additional reason for a reorganization which achieves some consolidating of agencies, for it would not be practical for each one of the small agencies to hire appropriate management personnel, even if funds were available to do so.

In order for them to make informed judgments upon matters of policy and financial support, the Governor and Legislature must be presented programs upon which intelligent explorations of alternatives already have been made. To introduce competing or contradictory proposals, and subsequently refer them to committees for study, is wasteful of executive and legislative time and talent. A more reasoned approach to administering the programs under review is the subject of the remainder of this report.

III. PROGRAM RESPONSIBILITIES: FINDINGS AND RECOMMENDATIONS

Most states engage extensively in the several activities upon which this report is focused. However, emphasis varies considerably among the states and, accordingly, their organizational arrangements differ; there are few proven "best ways". A logical approach is to start from the existing organization, to take into consideration the public service requirements as well as the needs of government agencies, and to find the best direction for Nevada. The several sections of this chapter seek to reexamine the activities under review in terms of their basic purposes and to outline an appropriate organizational approach. The recommended approach is stated succinctly in the following paragraphs.

To manage the State's programs and interests in library service, museum operations, and preservation of the cultural heritage, it is recommended that Nevada state government establish a new department: the Department of Libraries and Museums. The proposal to create this department contemplates (1) its designation as manager of Nevada's "Heritage Collection", to be described, and (2) the transformation, modification, or abolition of existing agencies to facilitate the transfer of appropriate tasks to the new department.

The intended results of these actions are threefold: (1) to bring together several functionally allied efforts of state government, thereby to realize the economies associated with optimum use of facilities, personnel, and other resources; (2) to achieve desirable co-ordination between museum, library, and other cultural development programs; and (3) to enable the Governor and the Legislature to make more informed judgments concerning these matters. To create the Heritage Collection will underscore the State's intention; to establish the new Department of Libraries and Museums will focus responsibility, authority, and accountability for satisfactory realization of those intentions.

The effected programs and agencies are discussed in this chapter under these major headings:

State Responsibility for Cultural Heritage
Records Management
Records as Cultural Heritage
Museums and Related Historical Programs
Library Services
Other Agencies Affected

The last chapter describes the proposed administrative organization for the new department.

State Responsibility or the Cultural Heritage

The cultural heritage of the people is derived from many sources and expressed in many ways. The present report contains no attempt to explore the matter comprehensively, but it does contain reference to many valuable symbols or manifestations of Nevada's heritage. Reference here is to all those books, files, manuscripts, records, documents, artifacts, buildings, and the like, which (a) are possessed by state government and which (b) competent authorities consider to possess some permanent or continuing value that makes their destruction inadvisable. Such items properly become cherished as part of the cultural heritage; inevitably, state government becomes responsible for their preservation.

State government by no means can be regarded as the sole guardian of the heritage of its people. Neither can state government wash its hands of all concern for preservation of that heritage. The government creates records, artifacts, and buildings which come to constitute physical representations of the heritage; in other ways, the government comes into possession of the papers, artifacts, or structures of others, whether by purchase, bequest, escheat, or other mode. In addition, the government possesses certain power over the use to which sites and physical structures may be assigned; it may be called upon to exercise that power to prevent the destruction or misuse of culturally significant facilities.

State government's concern -- whether great or slight -- for such matters may be expressed in a wide variety of ways; it certainly is variously expressed in Nevada. To create the proposed Heritage Collection will be a powerful new expression of state government's determination to preserve and utilize the cultural treasures of Nevada. Expressions of state concern range from the maintenance of old records, the preservation of historic structures, and the marking of historic sites, to the publication of educational, inspirational, and what may be termed promotional literature, and to many other actions and decisions. The State acts in order that the manifestations of Nevada's heritage may remain available to its people, whether for purposes of introducing a schoolchild to the meaning of his citizenship and his cultural antecedents, or for essentially recreational purposes, or for enabling a scientist to advance his research. Several aspects of the State's activities in this broad area are discussed briefly in the following paragraphs.

Both of Nevada's state university libraries are interested in collecting materials on Nevada and the West, although the interests of each may concentrate on items of regional significance. Understandably, the older and larger institution at Reno has the larger holdings;

however, the other is growing rapidly. If there is ungoverned competition among the universities and other collecting agencies for heritage materials, the future quality and size of their respective collections will be decided more by circumstance or financial capacity than by planning for mutual and unique needs. Competition in these matters clearly should be guided and limited.

The Nevada Historical Society, now a state agency located at the Reno campus, was for many years the foremost collector of materials pertinent to Nevada history. Partly through its inability or unwillingness to serve all the major interests involved, impetus was generated for the universities and other agencies to enter strongly into the archival and historical field. It might have been expected that when the Society's facilities were relocated on the University of Nevada campus, increased definition and integration of services easily would be achieved. On the contrary, however, it appears that the Society has assumed a stronger competitive posture relative both to the university libraries and to the State Museum.

The primary role of the State's Division of Archives (as defined by statute) parallels, in many respects, the roles of several other agencies under consideration. The competition for historical documents -- among the Division of Archives, the Special Collections Library at the University, and the Historical Society -- has been just one result of the proliferation of responsibility. More serious consequences are seen in the resultant fragmented administration, which makes the sharing of staff and other resources difficult and which results in a lower level of public services and legislative support than should be the case.

Competition among the several agencies for legislative funds can only work to the overall disadvantage of their programs. Illustrative is a bill, presented during the past session of the Nevada Legislature, to abolish the Division of Archives and to transfer most of its holdings to the Nevada Historical Society, which was at the same session given fuller status as a state agency. The Society which at one time was designated as the official state archives, never was able to serve effectively in that capacity. The proposal to return the archival function once again to the Society is not totally without merit, but it would not solve the basic problem of jurisdictional confusion among the agencies. Moreover, the transfer would not solve the serious problem of the Society's present technical deficiencies, and the Society's responsibilities would remain inherently duplicative of other agencies' efforts.

Clearly, the state government's obligations in this matter are both substantial and substantially undefined. Moreover, they are quite different from other standard governmental duties, and do not lend themselves very readily to "bureaucratization"; that is, having no clear limits and no clearly defined means of implementation, it is difficult to design an organization and a program of step-by-step, orderly procedures and operations by which to "preserve the cultural heritage". The government's responsibilities in this matter are diffused widely throughout its many agencies; in part, for example, they are implicit in the operations of its Department of Education.

Several tasks, however, are relatively explicit. These may be assigned to specified organizational units of government. Succeeding sections of this report contain recommendations regarding such assignments, with respect to preserving, enhancing, and assuring the usability of papers, documents, records, books, manuscripts, and artifacts which are deemed to be pertinent to Nevada's cultural heritage. The first task involved is that of current records management within all agencies of state government.

Records Management

Each state agency receives, originates, uses, and -- especially it seems -- accumulates forms, correspondence, plans, reports, and other written or printed matter. For varying lengths of time, the materials must remain on file to conduct the current business of government. Then the files become progressively less active until, at length, they cease to have current utility. As their utility diminishes, files may be relegated from "active" to "inactive" status within a given state agency, and then be banished to central records storage pending final disposition.

"Final disposition" of a batch of records must be understood to have a limited and technical meaning; that is, insofar as the "records management" task is concerned, the reference is to closing and disposing of a file which has ceased to have utility as a part of the records that are needed to conduct the current business of state government. For the records management task, records which no longer have such utility might very well be destroyed and forgotten or, at least, microfilmed and then destroyed. Generally speaking, however, it clearly is not really a records management responsibility to defend society's concern for preservation of the cultural, scientific, sentimental, or scholarly values which out-of-date files may contain.

The sole interest and responsibility of records management is to preserve those files deemed necessary for the conduct of the business of state government. To express a judgment regarding other possible value of the files is not a records management responsibility; it is, however, a responsibility that must be exercised. Final disposition of a batch of material as a part of records management, therefore, is only semi-final: records may not be destroyed until other authorities -- those responsible for preserving such aged records as may be deemed to constitute a part of the State's cultural heritage -- reach a decision to that effect.

The distinction to be drawn, therefore, is between records management and cultural heritage. One is a task of business management of state government; the other is a question of scholarship. One may be assigned, with complete propriety, to a staff agency of state government; the other may be assigned appropriately only to a scientific-cultural-scholarly agency of government, one which is conceived primarily to serve the public.

Records management as a central service to all state agencies has, for the most part, been assigned to the Department of Administration; this assignment is proper. However, it is questionable whether a sound long-term decision was made when records management was assigned to that department's Budget Division, and when it was decided to include reproduction services as a part of records management services; the primary duties of a budgeting office may tend to relegate records management to a low priority task. It is recommended that it be determined whether its placement within the budget office has worked to the detriment of the records management task; if so, the department should consider establishing a separate records management division.

The Division of Archives also is involved significantly in records management: it has custody of some inactive and semi-active records, as well as of cultural heritage records. It is recommended that the former be made a records management responsibility, assigned to the Department of Administration. The latter, however, is clearly a matter of scholarly or historical pursuit and should be transferred and merged with the Heritage Collection, as hereafter proposed; and the Division of Archives then should be abolished.

It may be noted that the law exempts some agencies of state government from the records standards established by the Department of Administration. Compliance with certain requisites for records management therefore is a matter of voluntary cooperation among agencies. It is recommended that the Department of Administration be given greater authority over records management and related services. Its responsibilities should be extended to the departments or agencies now exempted by law, so that maximum use of central resources and services can be assured.

The principles of sound records management practices are included in Section 0800 of the State Administrative Manual. Policy and practice should make adherence to them mandatory, rather than permissive as some of them now are. Also, for the State's records management program to become more effective, the small records services unit needs to be augmented, with additional central staff and by greater regular participation of representatives in other agencies; this also is recommended.

Although these matters depart somewhat from the subject of records management, several additional comments may be made regarding the area of responsibility of the records services unit. For example, inventories of reproduction equipment suggest a need for further standardization and combined usage. Similarly, studies made by the records services unit indicate that substantial economies might be achieved by revising some of the reproduction and printing techniques utilized in the State Printing Office, primarily to adopt automated composing for production of typeset materials. To accomplish this, further centralization of reproduction services, the establishment of central records retention facilities, and the initiation of central automated composing services should be undertaken, as recommended by the records staff. The potential economies are great and such moves as have been contemplated should proceed with minimum delay.

Records as Cultural Heritage

For scientific, cultural, scholarly, and sentimental reasons, all records of state government may be regarded as a part of the cultural heritage of the people of the State. Active, inactive, and "dead" files all may prove to be pertinent, from time to time, as sources of information required by researchers, scholars, and curiousity seekers. Therefore, one aspect of records management has to do with providing information services to the several categories of persons who may request them. To that extent, even those records and files that currently constitute the more-and-less active working papers of government already form a part of the cultural heritage. (Access to current records or semi-active records may be limited, of course, in attention to considerations of privacy as expressed in standards of propriety and/or in law.)

In largest measure, however, reference to the cultural heritage tends to draw attention to the records of the past, records which no longer are necessary for the conduct of the business of state government, hence, records which no longer need remain under the jurisdiction of the records management arm of government.

These aged or aging records -- if competent authorities consider them to possess some permanent or enduring value -- are most appropriately housed in collections of libraries, museums, and similar institutions. Such institutions may be -- but need not be -- owned, operated or supported by the State; similarly, ownership of the records entrusted to them may be -- but need not be -- retained by the State.

Viewed as a whole, the archives of the state government therefore consist of the total of all collections of records, current and ancient, whether housed within the several agencies of government, retained centrally under the label of records management, or ensconced in other collections.

"Historical": A Clarification

An interest in the records or artifacts of the past is frequently labeled as "historical". The label may be misleading; it therefore merits particular attention.

In one sense, of course, all events, records, and artifacts of the past are "historic", simply because they derive from the past. However, that is quite different from the suggestion that they are of interest exclusively or primarily as a matter of the study of history. The contrary may well be true; that is, the historian's interest may be exceeded by the several interests of the geologist, ecologist, theologian, literary scholar, or other scientist, researcher, or scholar, and all such varied interests clearly overlap.

One illustrative incident may be of interest. The library of the University of Nevada has undertaken to microfilm all available newspapers published in Nevada. The resulting resource is of evident utility to historians, of course. Impetus (and financial support) for the microfilming activity, however, was created by the desire of the U.S. Air Force to conduct research on the subject of earthquakes! Old newspapers were deemed to constitute a valuable source of pertinent scientific data. Thanks to a specific scientific concern, the libraries of the State (and of the nation) now may contain a relatively complete record of newspapers published in Nevada, and may make that record available to scholars or readers in all fields of interest. The record will be more complete when newspapers files of the Nevada Historical Society are made available for microfilming.

The point of this discussion is quite simple: those records and artifacts which comprise a portion of the cultural heritage of Nevada are not a matter of interest exclusively to history and historians. They are of interest and utility to a very wide range of intellectually curious readers, and mere curiosity seekers, and to serious professional scholars, researchers, and scientists. They should be preserved and made available accordingly.

The Heritage Collection

It is recommended that all those records and artifacts which are deemed to constitute a part of the cultural heritage of Nevada, and which are owned by the State, should be designated as "the Heritage

Collection"; and, further, that the Heritage Collection be administered by the proposed Department of Libraries and Museums. The Heritage Collection would be housed at several locations. Initially, it would comprise appropriate Nevada and the West holdings of the two universities, the State Library, the Nevada Historical Society, and the Division of Archives, and it would be enriched by holdings of other agencies, as determined in the future.

Records of the state government, when the records management administrator declares them ready to be scheduled for destruction, should be deemed to enter the jurisdiction of the Department of Libraries and Museums. Upon that department's review, records that are found to possess enduring value should be added to the Heritage Collection. Similarly, other papers and artifacts become state property by virtue of gift, bequest, escheat, or other process; these also should enter the jurisdiction of the new department, for a similar determination to be made.

The primary site and ostensible "home" of the Heritage Collection should be the present Historical Society building, to be administered by the new department. The department, as administrator of the Collection, should place segments of the Collection in the State Museum, the State Library, the university libraries, or other libraries and museums, in accordance with professional judgments regarding optimum utilization of the Collection. To illustrate: the Heritage Collection will complement (and be complemented by) collections in other institutions, including (but not limited to) the University of Nevada, Nevada Southern University, the Desert Research Institute, and local public and private libraries and museums. The primary considerations should be those of optimum accessibility and utility to the interested publics, both the general and the several scholarly publics.

Attention to optimum utility and accessibility might, for example, lead the department to deliver materials to a university library special collections unit, for cataloging, study, analysis, and/or custody and display, either under terms of temporary or permanent loan or in outright transfer. At least two major criteria could lead to such action:

1. The Heritage Collection, it may be observed, should serve the people of the State. To do so -- in view of the State's large size -- it may be appropriate to base segments of the Collection in more than one location.
2. The Heritage Collection is only one reference source for interested readers and scholars. With respect to a given topic, it may be a relatively minor source which complements another collection much more than it is complemented by others. If the primary source of materials on specified topics of "Southern Nevada" should prove to be the library of Nevada Southern University, for example, convenience to scholars may dictate that related portions of the Heritage Collection ought to be housed at that library. The same might occur, with respect to any given topic, in connection with various other institutions. The reverse flow also may prove to be desirable: if the Heritage Collection is the primary source, supplementary material from other institutions could logically be transferred to the Department of Libraries and Museums.

The State should administer the aggregate records and artifacts representing Nevada's heritage as a coordinated whole, that is, as the Heritage Collection, whether or not the recommendation for creating a Department of Libraries and Museums is followed. If the new department is not established, the Heritage Collection could be administered under other arrangements. For example, it might be administered by the Nevada Historical Society (if the Society were strengthened very significantly as a state agency), or as an adjunct operation of the universities' special collections, or under a joint management arrangement whereby the interests of the State and the several participating institutions are properly expressed. Under any alternative, the twin considerations of coordination and of optimum utility and accessibility should prevail.

Museums and Related Historical Programs

Several opportunities exist for the State to broaden its museum and related operations so that greater portions of the state population may have convenient access to its extensive programs and services. In fact, the State Museum already has taken advantage of some such opportunities and has exercised initiative to reach the general population in areas outside Carson City. It has prepared and circulated educational display kits, in cooperation with public schools. It has outfitted and operated a mobile museum unit, somewhat as bookmobiles are used. It has made exhibit loans to locally established museums or display centers, for example, in Elko, Fallon, Las Vegas, and Reno, and has provided technical assistance and advice to them, sometimes on a fee basis.

Its staff, its members, and its private financial supporters aspire for the State Museum to obtain greater official recognition from the Legislature in the form of larger appropriations and to achieve a better balance, a richer program, and an improved status as an institution.

The Nevada Historical Society is similarly concerned with exposing its collections to the general public and to educational institutions. The Society, however, has not yet been able to organize its materials for optimum use. Society materials remain largely unsorted; to find what he needs, a user must rely basically on the personal knowledge of the assistant director and a part-time researcher, both of whom are nearing retirement. The size of the Society's total collection is considered wasteful by some, but that judgment must be regarded as premature, since the holdings are in large part uninventoried and uncatalogued and are not now susceptible to fair appraisal. The knowledge gap, in this respect, must be reduced; informed decisions then must be made as to the present collection's disposition as well as to future collection policies and procedures. Clearly, the need exists for the Society to secure supplementary professional and technical support; alone, however, such support will provide only a partial remedy.

There is an increasing number of locally sponsored museums and historical societies; all have limited collections and technical resources. One already has asked to become a unit of the State Museum; at some point in their development, all seek state assistance. Furthermore, other state agencies operate museum-type facilities: the Lost City Museum at Overton is operated by the Department of Administration and the Genoa facility and interpretive center is operated by the Division of Parks.

It can be seen that if all the State's contributions are viewed as a total effort -- including the State Museum, the Historical Society, and the scattered other state and local programs -- the State is indeed contributing more than is commonly believed to the preservation of Nevada's cultural heritage. The missing ingredient, of course, is coordination.

An example of the need for and potential of coordination is found in the present move to expand the State Museum facilities to provide administrative and laboratory space. Plans call for some $300,000 to add a new wing to the present structure; this amount has been sought unsuccessfully from the Legislature. The wing would provide little additional exhibit area, yet it would cost more than the entire new building housing the Nevada Historical Society. That building could be enlarged to serve the desired purpose at a much lower cost. The positive implications of combined effort among these and other museums can easily be seen.

Taken together, the above considerations present a persuasive case that efficiencies of scale and improved service may be achieved by administering the several museum facilities as a unified museum system; this is recommended. Services should be extended, through development of a statewide system to include the operation of branch museums and/or displays supported by local or state resources. For example, the expanded State Museum could cooperate with specialized museums of universities. Rotation of exhibits among the branches and other locations would have the twin advantage of relieving space problems at the main museums and serving a wider geographic area. Development and operation of such a system would require that the State be given a measure of legal authority over all publicly supported museums, recognizing the possible variations in cost-sharing arrangements.

It is recommended that the State Museum absorb the museum responsibilities of the Nevada Historical Society; and that these two facilities come under the jurisdiction of the proposed Department of Libraries and Museums. (Other aspects of the transformation of the

Historical Society are discussed later in this chapter.) The two museum facilities should provide the basis for sharing or expanding space and resources to meet future needs in an economical manner.

Further, it is recommended that the state government's other substantial museum operations be transferred to the jurisdiction of the enlarged State Museum, both to round out the museum program and to allow maximum coordination of museum collection practices and operations. Initially, facilities so transferred should include the Lost City Museum, the Genoa Fort Monument, and such others as may be operated as museum or historical centers. [1] It is recommended that future plans provide for assisting in the development and/or operation of local museums (such as the museum at Elko) as branches or affiliates, as seems appropriate. Support arrangements may be determined in accordance with the State's development policy, local needs, and economic, educational, tourism, and similar considerations.

The consolidated operation proposed will permit more effective use of state and grant-in-aid funds, and will simplify the review of the amounts of support rendered or required from all sources. Recommended steps can be taken to improve museum operations whether or not action is taken to establish a Department of Libraries and Museums.

Library Services

Within Nevada, there are local libraries under local control, autonomous university libraries, public school libraries, state libraries, and quasi-public or semi-private special library collections; all are supported to some extent by or through state resources. State government, through its executive branch, therefore has an obligation to take steps to coordinate its own efforts, so that resources will not be wasted nor services suffer.

---

[1] See discussion regarding historical functions of this Division of State Parks under heading "Other Agencies Affected."

Among state agencies, the Nevada State Library has the broadest responsibility for library matters. Its service area is the entire State and the total population. However, the State Library does not now possess the legal, administrative, or financial capacity to coordinate adequately all library matters of the State. This report notes the fragmented administration of historical and heritage library collections. It also notes that the State Library is responsible for providing informational and library services to all branches of state government, but that crowded space conditions and budgetary restrictions inhibit or prevent proper operations, even of the present limited scope. There is need in Nevada for greater participation by the State Library (1) to strengthen local public library services, either directly or through "back-up" services, and (2) to initiate services that are needed but that cannot be achieved through local initiative alone. Furthermore, the State Library and the Department of Education must share responsibility for coordinating the public and the school library programs; both must be satisfied that maximum public benefits are derived from these.

Library Services to State Government

The State Library is the proper agency to supply the state government with its basic needs for library reference and research facilities and services. It also should be regarded as the focal point for coordinating the dissemination of published information pertaining to state government operations generally.

As a primary information and reference resource to government agencies, the courts, and the Legislature, the State Library must operate in much the same way as do academic and public libraries. The components under this heading include operation of the law library; services to state correctional, mental, and other institutions; official document deposits; reader and reference services; and a strong publications program. It has been proposed that the law library be transferred from the State Library to the direct control of the Nevada Supreme Court. This arrangement exists in a number of states, but there is no evidence that it assures better library service to the courts. The problem is one of financial support rather than organization. With adequate funding, the law library therefore should remain a part of the State Library, even if the court and the law library were moved to another building, as contemplated.

All present services to state government need to be strengthened in terms of library holdings and material resources. It is mentioned elsewhere in this report that the law library is forced to rely heavily on other libraries; this same situation exists in other library program areas. Newer programs -- such as the services to institutions and the physically handicapped -- often need a higher level of support at their inception than after they are well established. Such support thus far has not been adequate to the need.

The whole State Library picture is one of insufficient working and office space, causing personnel to be displaced or crowded by materials and new activities, and forcing the present and pending dispersion of library and related services among several locations.

The sum of problems has reached critical proportions. Considering the additional professional and technical staff needed to carry forward programs already begun but not yet matured, the picture is grim indeed. The dilemma posed is the choice between curtailing some services so that others may be carried out more satisfactorily, or of making additional desired new starts with the foreknowledge of a declining capacity properly to plan, administer, and house them.

Quality presumably is the criterion by which State Library services are to be gauged, and excellence the desired goal. Curtailing some services, therefore, offers an interim but hardly satisfactory answer. Furthermore, a realistic appraisal of the State's future informational, educational, and cultural requirements suggests the need for greater support than in the past.

Depositories for Government Publications

Publications of federal, state, and, to a lesser extent, local governments form an important part of a rounded library collection. Present arrangements for federal government documents -- with the University as a regional depository and the State Library and others keeping only selected items -- are acceptable as long as free exchange and unlimited access are provided. The current situation regarding State of Nevada publications, however, is unsatisfactory. Legislation is needed to designate the Nevada State Library as the official central depository of state publications and as their distributor to other libraries and to library agencies of other states. An essential provision of such legislation would be the requirement that all State of Nevada agencies issuing or originating publications provide ample copies to the State Library without cost to the Library. Such proposed legislation has been drafted and will be introduced at the next sessions. [1]

State Services to Public Libraries

The State, through the State Library, occupies a key position to help develop local public library services. It has done this by providing some central direct services, by creating such self-supporting cooperative devices as the Nevada Center for Cooperative Library Services, and by serving as the vehicle through which some forms of external assistance are distributed (e.g., federal grants-in-aid and private grants). These activities should of course continue. The State of Nevada does not make grants-in-aid to local public libraries; more than one-half the states do so. Such a program, even on a small scale, would have considerable impact in Nevada and would give the State a more effective voice in stimulating educational and cultural services. A proposed bill has been drafted for consideration in the 1969 legislative session calling for a modest program of state grants; its passage would be most desirable. [2]

In addition to direct financial assistance in improving local library services, the State Library should establish and staff such regional offices as may be required to improve state liaison with local libraries (as in areas of rapid development) or to provide materials and resource facilities where none exist. In any case, the State's participation in, or provision of, local services should be based on considerations of locally available resources related to need, and should aim at equalizing services.

---

[1] BDR 33-155, to amend Chapter 378 of the Nevada Revised Statutes.

[2] BDR 33-259 to amend Chapter 379 of Nevada Revised Statutes.

The State also should assure that its programs of library development and service are closely coordinated with other programs of cultural impact, such as the museum system, as well as those relating to school libraries and to the preservation of Nevada heritage.

School Libraries

Public schools frequently, but not invariably, contain a library facility, which may be designated "library," "learning resources center," "instructional materials center," or other. It may be a school library in the traditional sense, but also may contain films, tapes, projection and display devices, computer consoles, the requisites for producing materials, or historical and educational museum exhibits.

The school library -- and the school district which operates it -- may require and receive a variety of special services from state government. Many technical/professional consulting services may be provided by specialists in subject matter, instructional methodology, curriculum, materials development, or media utilization; these services appropriately are provided by the Department of Education. Other forms of special service, however, may be better obtained from or in cooperation with the agency having primary responsibility for library development throughout the State. These could include:

1. Technical/professional/legal consulting services provided by specialists in library financing, facility design and construction, and operating procedures.
2. Special exhibits, bookmobile services, supplemental collections, and the like.
3. Information and exchange services, such as inter-library loans, maintenance of "union" catalog, or provision of central book purchasing and processing service.

The State may supply financial assistance to school and/or public libraries. Such assistance may be drawn from state tax revenues or funds supplied for this purpose to the State by the federal government. The State may choose to have such funds distributed to school districts and public library districts through either the Department of Education, the State Library, or some other state agency; in the case of federal funds generally, the Governor may choose the state agency which will be responsible for their distribution, and in the case of state resources the question is decided during the budgeting process. Generally, the following relationships should prevail. The State should:

1. Funnel state and federal funds to school libraries via the Department of Education, provided that the state library agency serve as consultant to the Department of Education.
2. Funnel state and federal funds to public libraries via the state library agency.

In some respects, the library is becoming a multimedia and technologically advanced enterprise. The dual result is that librarians now tend to develop new skills, and that other varieties of experts tend to enter library work. Accordingly, it is most difficult to draw a firm line between some library and education functions with respect to personnel, expertness, or responsibilities. Clearly, there is a need to maintain a close, cordial, and constant liaison.

Interlibrary Cooperation

In view of the variety of agencies -- state, local, and special --providing library services, a high degree of cooperation among them is clearly in the public interest. It has been noted that certain libraries and agencies now are working together in joint projects.

These efforts are commendable but inadequate. Creation of the Department of Libraries and Museums, proposed herein, would solve much of the problem. This step, along with the acceptance of certain other recommendations, also would give the state library agency the means of bringing about desirable cooperation between the state and local library entities. Guidelines and goals for interlibrary cooperation were proposed by the Library Development Committee of the Nevada Library Association and were approved by the Association; if accepted by the State and made the basis for proceeding in this area, significant total service improvement can be expected. 1/

The rate of progress will depend on the willingness of library agencies to plan jointly, share resources, and provide broadest public access to their materials. Cooperation offers the greatest prospect for improving library services without major additional expenditures. Federal funds (available under Title III of the Library Services and Construction Act and other provisions) as well as foundation money must be allocated to projects and programs that will most encourage this kind of cooperation. The fact that these funds are very limited 2/ emphasizes this need.

Recommendations

Recommendations made in other sections of this report bear directly on what has been said in the paragraphs immediately above.

1/ See progress report of the Committee to the NLA Convention, October, 1968.

2/ For example, Nevada's Title III allocation has been only $40,000 per annum.

For example, creation of the proposed new department would facilitate strengthening all services performed by the State Library. In addition, the following are recommended:

1. The State Library clearly should be recognized as the agency for providing essential library and informational services to all elements of state government, and fragmentation of this responsibility should be avoided; funds adequate to strengthen these services should be budgeted.
2. The State Library should be designated by statute as the central depository and distribution outlet for state publications.
3. A systematic program of state grants should be adopted to supplement local efforts in support of public library services.
4. The State Library should be given an advisory and consultative role in regard to public school library services, working closely with the State Department of Education and local school districts.
5. Strong emphasis and first priority support should be given to programs and projects involving the broadest inter-library cooperation.

Other Agencies Affected

The creation of the proposed department would diminish the number of autonomous or separate boards and agencies directly involved in this functional area. The new department, logically, would absorb the activities of certain agencies, as already noted. Still other related activities may be identified in the future; similarly appropriate judgments may be made concerning their disposition. The following recommendations therefore should not be considered exhaustive.

To achieve an orderly transition in carrying out the organizational changes and functional realignments herein proposed, the existing plural governing bodies for the Historical Society and the State Museum should meet in joint session for consultation with the

Nevada Council on Libraries (for a limited period of time to be specified by law and/or until the transitions are completed, whichever period is shorter). At appropriate stages, the Historical Society would be reconstituted, the Council on Libraries would be transformed as herein proposed, and the Nevada State Museum Board of Trustees would be dissolved, its responsibilities thereafter to be executed by the new Department and its composite council.

Nevada Historical Society. This body should be reconstituted as an organization for professional and lay persons, throughout the State, interested in the study and preservation of Nevada history. Its purpose would remain substantially the same as at present; however, it no longer would be responsible for administering state historical facilities or activities. Through its governing board, the Society should serve in an advisory capacity to the Department of Libraries and Museums, to express the views of its membership, and Nevadans in general, concerning historical matters. The Society, so reconstituted, should seek to affiliate with local historical societies, to develop additional local or university "chapters," to broaden the base of interest in Nevada heritage, and to represent these units more effectively before the state government. The Society's resources could assist the State to finance worthy projects, to conduct research, and to publish pertinent information and findings.

The proposed Department of Libraries and Museums should provide a secretariat for the Society and should be represented ex officio on its governing board. The Society's assets, properties, and personnel should be transferred in total, to be organized and administered by the proposed new department.

Division of Archives. This Division should be abolished and its records functions transferred, as discussed under "Records Management" and "Records as Cultural Heritage." Accordingly, the Division's assets, properties, and personnel should be placed under the jurisdiction of the Department of Administration; decisions then should be taken respecting the subsequent transfer of records either to the proposed "Heritage Collection" or to a records retention center, as appropriate. Certain records or documents of special significance (e.g., the enrolled copy of the Constitution), for reasons of legality or propriety, could remain in the custody of the Secretary of State. The argument for this exception is persuasive, but not compelling.

Nevada Council on Libraries. The Council, broadening its legal frame of reference and the qualifications represented in its membership, should become a policy advisory board to the proposed Department of Libraries and Museums. Its membership need not be enlarged, but its composition should be revised to achieve representation of educational, scholarly, and cultural interests as reflected in the Department's responsibilities. The Department should provide a permanent secretariat for the Council.

Board of Directors, Nevada State Museum. The assets, properties, and personnel of the Museum should be transferred to the jurisdiction of the proposed Department of Libraries and Museums, to be administered as deemed appropriate by the Department.

Nevada Heritage Association. The purposes of this agency appear to be consistent with the State's interest in matters of historical importance and with those of the Nevada Historical Society. Prospects for success of the project of this association -- that of restoring the Virginia and Truckee Railroad -- probably could be enhanced if it were more closely allied to an overall plan of historical preservation, the development of which would be a key responsibility of the proposed Department of Libraries and Museums. The merits of the project should be reevaluated in terms of the changes proposed in this report, and the desirability of merging the Association with the reconstituted Historical Society should be considered.

Virginia City Restoration Commission. The comments and recommendations for the Nevada Heritage Association also apply to this Commission.

Division of State Parks. This division is an organizational unit of the Department of Conservation and Natural Resources. It has some responsibilities relating to historical preservation, particularly with regard to the designation, marking, and maintenance of historical sites and landmarks, and extending to the administration of state monuments, landmarks, and historical buildings. Thus, the park system performs some functions that increasingly may overlap those of the State Museum under the Department of Libraries and Museums. This may continue to be appropriate in remote state parks or very small historical interpretive centers. The propriety is much less clear in the case of large display centers such as the Genoa Fort Monument. A somewhat parallel example is the Lost City Museum, also a state park, but operated now by the Department of Administration. The State ought not need a multiplicity of museum-operating agencies.

Administrative and operational convenience, of course, should provide a basis for a suitable division of labor between the Division of Parks and the Department of Libraries and Museums in the actual operation of historical facilities. Joint efforts clearly are required in the location, designation, and planning of such operations.

As a general rule the Department of Libraries and Museums should be relied upon for professional, technical, and scientific judgments and standards regarding historical criteria and program content. The Division of Parks should also be relied upon for professional and technical expertise in site planning, recreational criteria, and park maintenance standards. Development of these facilities usually serves two complementary goals: increased public patronage and preservation of appropriate sites. However, the emerging priorities may be divergent, because judgments regarding the intrinsic significance of sites may not match judgments regarding economy of administration. The commitment of resources must be viewed in terms of historical and park purposes, respectively; joint agreement must be reached in terms of criteria suitable to each.

Conclusions

The creation of a Department of Libraries and Museums will go far toward achieving coordination of statewide efforts and identifying specific needs and priorities. The resources merged through reorganization could bring about substantially increased use of present staff and holdings.

Such initial improvements will neither enrich the present programs nor provide the full capacity to adapt to future needs; however, they will provide a necessary starting point.

The effective conduct of heritage activities should not continue to depend essentially upon so precarious a balance of philanthropic and grant-in-aid funds as now exists. Thus, there would appear to be no reasonable long-term substitute for increased state support of these activities.

IV. MANAGEMENT SERVICES, SPACE, AND PERSONNEL

Several references have been made to the need for increased financial support for some of the activities discussed. It also has been suggested that economies of operation and better service could result if functional consolidations occurred. Similarly, more effective planning and administration of these services could be achieved in the proposal for a Department of Libraries and Museums. However, the principles stated in the following sections should be observed under any organizational plan and their adoption need not hinge upon creation of the proposed department. As a minimum it is assumed that a consolidation of museum and historical programs will occur, that records management functions will be strengthened throughout the government, and that needed management and program improvements will be adopted for these and library programs.

If the efforts to develop and administer library and museum facilities are to succeed, they must be strengthened by formal planning, research, and administrative analytical services. These tasks -- to be performed in conjunction with but distinct from the day to day operating responsibilities -- are not now consistently available. Adequately provided, they would free professional and operating supervisors and personnel from much administrative and research detail. For example, each of the activities reviewed requires stronger publications programs to support their basic purposes. Under the new department, these and other services could be provided more satisfactorily than if each separate program supplied its own.

These services include budgeting, accounting, and purchasing; planning and administrative coordination of grant funds and programs; personnel administration; and such central services as administrative analysis, facilities studies, and program evaluation.

Also, some support functions -- required by museum,library, and historical programs alike -- can be more effectively provided jointly. These would include: program planning and development; coordinated technical and financial assistance to local groups, units, and branches; consultation with local units regarding collections or exhibits to be placed in libraries, schools, and other facilities; conducting tours; arranging lectures and special exhibits; and conducting informational and publications programs.

Budgeting and Planning

Extensive statewide planning has been done by the State Library in identifying the State's total library resources and needs, and in providing assistance in fulfilling these needs. The planning has been shared among state consultants (as in the field services unit), local officials, and the State Librarian. In the case of museums and historical facilities, the State Museum has been only moderately involved in planning on a statewide basis, the Parks Division more so, but with a different emphasis, and the Historical Society and others only to a limited extent. Planning efforts should be initiated within each program, but the planning process requires a stimulation and coordination most easily achieved by administration through a single department.

Budgeting and financial planning procedures in the several agencies differ only in emphasis. Basic costs are shown below by source and amount.

	Estimated State Support	1968-69 Operating Costs Other Support	Total
State Museum	$79,000	$125,281	$204,281
Historical Society	49,678	--[1]	49,678
Division of Archives	20,418	3,000	23,418
Sub-total	$149,096	$128,281	$277,377
State Library	253,232	53,219	306,451
Total	$402,328	$181,500	$583,828

"Basic costs" refer to normal operating expenses, a reduction in which would hamper the agency's capacity to continue a minimal program. These now are borne extensively by non-appropriated funds in the State Library, and more so in the State Museum. The proportion of state support varies from 100 per cent for the Historical Society to less than 50 per cent for the State Museum, with the State Library and Division of Archives between these two extremes. The State financed portion of support for basic costs would be about 70 per cent if all operations were consolidated. Were the other smaller state operated museums included, the state share would be somewhat greater.

It is not clear whether the present financing pattern truly reflects an intentionally low level of support for certain of the programs; however, it can be concluded that there is no consistent policy regarding commitment of financial resources to them. As a result, planning for future development is uncertain and priorities among these and other programs, such as public or higher education, show little consistency. However, one thing is clear: the State should provide full support for the basic programs and rely upon other available funds for program enrichment. This would free grant, gift, and other income to be applied where needed most on the basis of program judgments rather than as necessary to continue a basic program. Creation of the proposed Department of Libraries and Museums, and the functional mergers recommended, would make this possible and also would permit a reduction in the number of voices competing for state appropriations and grant funds. The following is illustrative.

---

[1] Amount of non-state support is negligible.

An informal State Museum "system" does in fact exist, composed of the various historical facilities mentioned. To organize them under a single administrator would require that a policy decision be made with regard to the allocation of total grant and other funds among them, based on discussions between department and foundation representatives. These discussions would be the basis for adopting a formal plan for continued operation and development of the facilities, jointly supported. Once the merger of operations occurs, and agreement is reached as to the nature and extent of joint support, additional financial support could be provided through participation by local government units, association membership dues, and proportional budgetary increases from the State and foundations in accordance with the development plan agreed upon. Assistance also should be sought from federal agencies concerned with historical preservation.

Space Considerations

The need for additional space has been noted repeatedly and is part of a general and serious problem throughout state government. In view of the recent failure to obtain voter approval of a substantial building construction program, the State will continue to be pressed for adequate facilities and must rely on interim, often unsatisfactory arrangements. However, several opportunities exist for improvement in this area, particularly through the mergers proposed.

The problem may be somewhat alleviated for the museum, as discussed earlier. A larger total collection would result from activating Historical Society stored holdings. Its partial accommodation could be obtained by placing segments of the collection at various locations throughout the State, and this is recommended. In so doing, balance should be maintained between the Carson City, Reno, and other facilities. As also noted, building expansion would be less costly and more practical if undertaken in connection with the new building in Reno rather than at the present State Museum. Whether or not early expansion of the building is decided, administrative headquarters for the museum system could conveniently be located there, relieving some of the congestion in the present State Museum building. Processing and laboratory services can continue to be rendered from one location, preferably Carson City, for all.

The commercially stored holdings of the Historical Society should be moved to less expensive storage, inventoried, and processed or disposed of as appropriate. A policy should be instituted for placing exhibits at various locations under loan and/or rotation arrangements. After these actions have been taken, consideration of building expansion would be more meaningful, even though certain needs can now be anticipated.

The State Library has critical space needs that require early attention. It is recommended that all space presently allocated to the Supreme Court be made available to the library when the Supreme Court moves to the new legislative building in mid-1969. Some additional storage space will be obtained when the Cooperative Processing Center occupies its new quarters, but that basement space is of limited value. Space also should be provided in the new legislative building for the Law Library so it may more conveniently serve its primary clientele; this would also give the State Library needed space to develop its other services to state government, including the documents depository. Interim relief should be sought by intensive weeding of all collections, together with the transfer of some materials temporarily to storage. The law collection congestion, for example, could be temporarily relieved by removal of volumes of compiled statutes of states pre-dating their codification. Weeding of the law collection should be undertaken under the guidance of a policy committee representing the library and its primary clientele.

The space presently occupied by the Division of Archives should be placed under the jurisdiction of the Department of Administration; archives materials then should be evaluated and microfilmed or transferred to the Heritage Collection as appropriate, and the space designated to augment the records retention facilities. Upon completion of the new legislative building, additional records storage space could be obtainable from the Capitol Annex quarters now occupied by the Legislative Counsel Bureau.

There are other opportunities for achieving economies in space through sharing, merging, or eliminating holdings; these can be more clearly seen and acted upon after the proposed reorganization. However, most of the above suggestions concerning museum and library space can be effected through functional mergers even if the recommended Department of Libraries and Museums is not created. As a consequence of the several competing interests in the fields of museum, historical documents, and library collections, there is a tendency to expand beyond reasonable economic limits. In deciding whether to hold or dispose of material the key question should not be, "How can it be kept?" but "Why should it be kept?" Some space problems would in this way be solved.

Staff Considerations

Present staff of the major activities herein considered total the equivalent of sixty-nine full-time employees.

Nevada Historical Society	6
Division of Archives	4
Nevada State Library (Including Cooperative Center)	37
State Museum	18

Mergers will permit more effective utilization of present staff, particularly in museum and historical programs and, if the proposal is adopted for a Department of Libraries and Museums, in clerical and other administrative support personnel. However, some staff deficiencies would remain, requiring the employment of additional personnel. The State Library now needs several additional personnel to perform such functions as accounting, personnel administration, purchasing, systems review, and related services. This same staff could serve the entire proposed Department of Libraries and Museums if accompanied by consolidations of clerical, bookkeeping, and office services now dispersed among all the agencies.

The museum and historical programs can profitably share the technical and professional personnel now available in the State Museum; even so, the staff must be increased to bring total collections to a reasonable standard (should the Historical Society continue as an autonomous agency, further staff duplication would be inevitable). Staff presently assigned to such facilities as the Lost City Museum and Genoa Fort Monument that may become a part of the museum system should come under the jurisdiction of the system.

The present staff of the Division of Archives would be available for reassignment, desirably to duties related to the Heritage Collection, thus reducing the need there for additional personnel. It is apparent, however, that substantial professional assistance would be required to process, identify, evaluate, and catalog the total holdings of the Heritage Collection. These tasks could be best performed as a project under contract by or through the university system or a private organization.

The effectiveness and degree of formalization of programs for administering personnel services, including such matters as training, classification, salary, fringe benefits, and the like, vary considerably among the agencies considered for merger in the new department. None of the programs can be considered ideally suited for the consolidated operation. Considerable standardization and qualitative improvement has been brought about through the state merit plan, but important discrepancies exist in pay levels as among university, local and state library personnel, and in the status of museum employees who either are or are not under the state plan. The administration under one department would further emphasize the discrepancies andpoint up the need for corrective measures.

V. PROPOSED DEPARTMENT OF LIBRARIES AND MUSEUMS

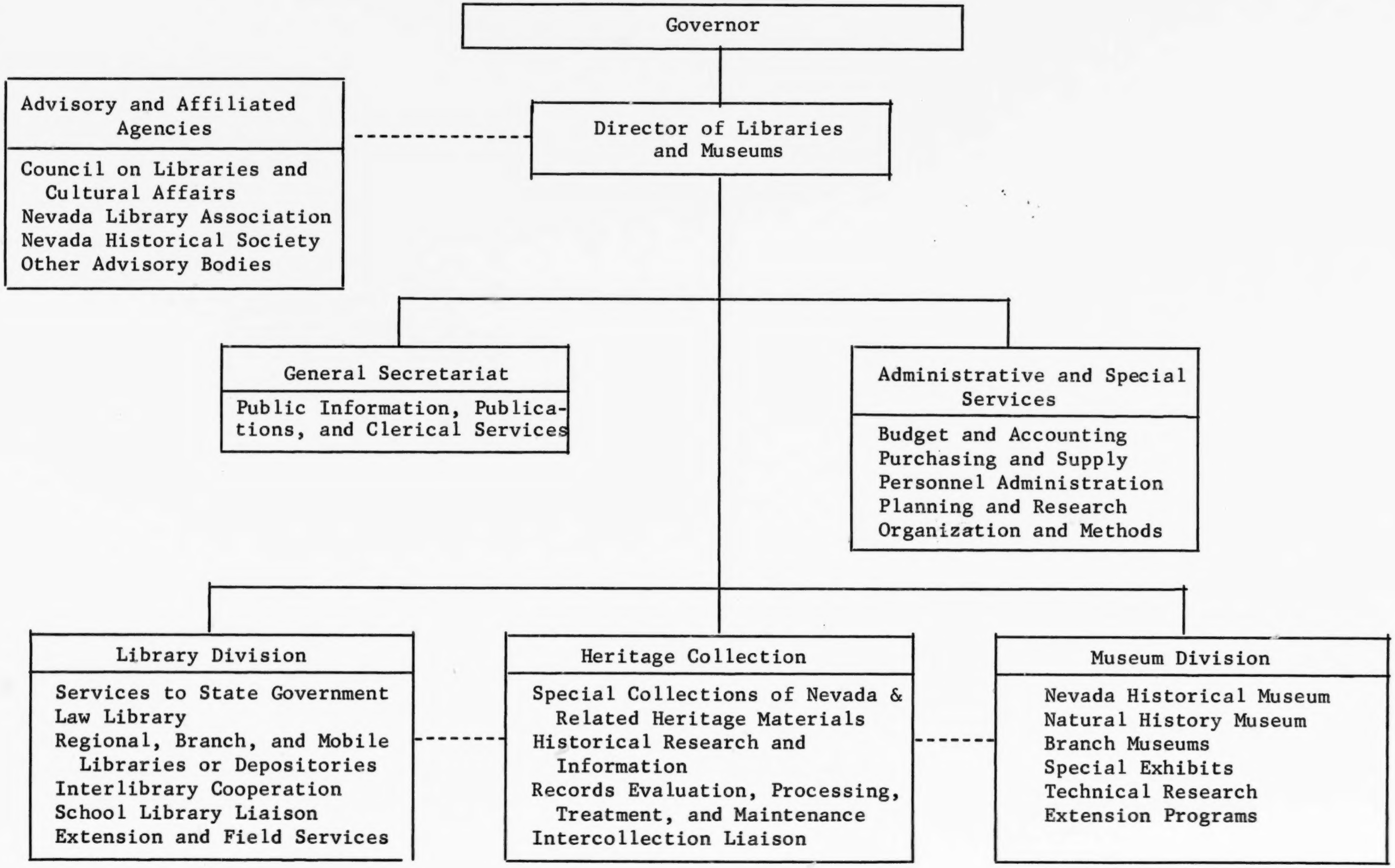
To provide for grouping the State's several library, heritage, and museum activities into one department, as recommended, enabling legislation would be required. It should prescribe broad functional responsibilities and refrain from spelling out the internal departmental organization. This approach would help assure that responsibility for effective administration would rest with the administrative head of the department and would allow for subsequent reorganizations to meet changing conditions.

The Department should be the State's general planning and coordinative agency for its historical, library, cultural, and heritage programs. Further, it should develop, support, and operate such programs and related facilities as the State may decide upon. Together, these would include, but not be limited to, libraries, museums, historical sites and structures, heritage collections, and publications programs serving the several official and public needs.

The Department should be enabled to accept gifts, bequests, grants, grants-in-aid, and the like, and to serve as the liaison agency through which federal funds for historical preservation and library-related programs are channeled.

Reference has been made to the conversion of the Nevada Council on Libraries to a Nevada Council on Libraries and Cultural Affairs, which would serve as the policy advisory council for the Department. Its composition should be altered to give representation to the several interested "publics" and concerned government agencies. The size of the new Council could be enlarged to nine or eleven members to achieve this broader representation. Its membership need include only such

Proposed Organization
Department of Libraries and Museums
State of Nevada
1968



Governor

Director of Libraries and Museums

Advisory and Affiliated Agencies
- Council on Libraries and Cultural Affairs
- Nevada Library Association
- Nevada Historical Society
- Other Advisory Bodies

General Secretariat
- Public Information, Publications, and Clerical Services

Administrative and Special Services
- Budget and Accounting
- Purchasing and Supply
- Personnel Administration
- Planning and Research
- Organization and Methods

Library Division
- Services to State Government
- Law Library
- Regional, Branch, and Mobile Libraries or Depositories
- Interlibrary Cooperation
- School Library Liaison
- Extension and Field Services

Heritage Collection
- Special Collections of Nevada & Related Heritage Materials
- Historical Research and Information
- Records Evaluation, Processing, Treatment, and Maintenance
- Intercollection Liaison

Museum Division
- Nevada Historical Museum
- Natural History Museum
- Branch Museums
- Special Exhibits
- Technical Research
- Extension Programs

minimum "professional" interests as will satisfy the legal requirements for federal assistance. It is unfortunate that federal assistance standards often have caused a fractionalization of programs and a multiplicity of plural bodies.

Administrative Organization

The Department should be headed by a Director, supported by central staff personnel to provide administrative and special services, and function through three operating units: a Library Division, a Museum Division, and the Heritage Collection. The proposed organization is shown on the accompanying chart.

Office of the Director

The Director should be appointed by and serve at the pleasure of the Governor and should be empowered to organize the Department into divisions and to assign and reassign duties, powers, and responsibilities thereto. The Director should, in keeping with the policies of the proposed Council on Libraries and Cultural Affairs, prepare the Department's budget, and take all reasonable steps to insure coordination of department policies and services with those of other state and local agencies.

General Secretariat

This unit would provide central secretarial and clerical services for the Department, the Council, the Nevada Historical Society, the Nevada Library Association, and such other organizations as may be determined appropriate. The head of this unit would exercise technical supervision over clerical services throughout the Department. Staff to provide these services should be obtained by reassignment of existing positions and personnel of the affected agencies.

Administrative and Special Services

The staff assigned to these activities need not be large, but duties and responsibilities will be diverse and require competence in the areas of operational planning, budget preparation and administration, accounting, systems analysis, data processing, and personnel administration. Because of the importance of these services, especially during the formative stages of the Department of Libraries and Museums, special attention should be given to the early recruitment or selection of needed personnel.

Planning and Programming. This function involves long-range program and physical facilities planning and may be performed by the same person or persons responsible for the budget function, described below. It includes the development and application of procedures for securing from program and operational units of the Department judgments relative to long-range program objectives, capital requirements, priorities, and means for attaining program and capital development goals. At present, the budgeting process for the State (requiring outlines of agency goals and objectives) sets the stage for such planning. In a fairly continuous process, program and capital plans should be updated in keeping with changing conditions, and plans and plan modifications should be explored thoroughly with the Council. This function would also include clearing applications for federal and state assistance for library and historical programs.

Budget Formulation. The budget process should assure the timely dissemination to all units of the Department of information, instructions, and forms for the preparation and submission of budget requests. The research and analysis techniques and practices in achieving a comprehensive budget document for the Department would be similar to those for planning.

The budget document is not exclusively a fiscal presentation, but should contain accurate supporting schedules and explanations relative to personnel, materials and supplies, equipment, and the like as well as work performance and work expectation data. The Department's budget should receive direction, review, and approval by the Department Director and be concurred in by the Council; it must also be vigorously defended in budget conferences with the chief fiscal officers of the State and the Governor, and before legislative committees.

Accounting. Accounting services for the new Department should be under the direction of a professionally trained accountant and should include accounting for cash transactions in the various departmental activities, payroll processing, claims, field auditing, financial reporting, expenditure-appropriation controls, and accounting for grant-in-aid programs. Accounting should be established as a separately identifiable responsibility, to insure adequate emphasis on proper controls and to permit services to the several enterprises, grants, and operational accounts of the Department.

Management Systems. Reference here is to the need for rather continuous "in house" review and study of organization and methods and operating systems and procedures. These relate not only to departmental systems, although these are of primary importance, but also to the study and improvement of cooperative systems participated in by local jurisdictions and/or other state agencies. In all cases, the object would be to achieve economy and effectiveness of services through sharing of resources, improved organization, and development of cooperative systems. These are of particular significance in the field of library services; however, much analysis and systems work is also required with respect to inventorying, cataloging, housing, and rotating or circulating the holdings of the museums and special collections. This is not something that can be done in isolation from the program units of the Department or from central services which are shared by all state agencies. The assistance of the State's central data systems unit and the central organization and methods unit of the Department of Administration should be sought.

Personnel Administration. The Department's personnel activities should not conflict with with the responsibilities of the State Personnel Division; rather, they should augment those central services. The Department should have a Personnel and Staff Development Officer responsible to the Director of the Department for providing professional and technical support in personnel administration to all program and field units of the Department. He should obtain technical and professional consultation and service from the State Personnel Division. Among his duties would be the review and evaluation of personnel needs for the organization and initial functioning of the new Department. These services also should be available routinely to local library and museum agencies, insofar as such participation advances the goals of the state plan for development of library and museum systems. In addition, the Personnel and Staff Development Officer should supervise and coordinate departmental personnel records, employee relations, classification and pay, and professional and in-service training.

Library Division

The Library Division, headed by the State Librarian, initially would perform all the functions it presently performs, except those which would be made available centrally, as described above. The basic purpose of this Division would be to provide quality library services throughout the State by a combination of direct services -- as to state agencies -- and assistance and leadership or guidance to other libraries in the State. Professional library services and consultation would be offered to other state agencies and to local units of government in accordance with an overall development plan and interlibrary cooperation policies and agreements. Program improvements and additional functions are suggested in Chapter III of this report.

If the Department performs effective planning and administrative support activities as recommended, the State Librarian and other professional library personnel would be free to devote undivided attention to developing quality library services for all of Nevada.

Heritage Collection

The Heritage Collection has already been discussed. It should be administered by a Director with the supporting personnel required to render the collection widely accessible and adequately to maintain and preserve it. Some professional and technical services will be available from other units of the Department and from participating agencies and institutions. While the skills essential to its administration are similar to some skills required for administering regular library and museum activities, the Heritage Collection may develop a different pattern of emphasis in consideration of security, research clientele, and techniques of serving patrons. It is recommended, therefore, that it be given separate organizational identity within the Department, conditioned upon the assumptions that (1) its primary location will be at the present site of the Historical Society, (2) to the extent feasible, technical library and museum processing services will be obtained from with the Department of Libraries and Museums, and (3) the Department Director may wish to invoke joint curatorship, management, or policy guidance for the collection and other department activities. If the service criteria are to be determined jointly, interests to be represented would include both universities, the reconstituted Historical Society, and the Department. These interests should be adequately represented on the proposed Council on Libraries and Cultural Affairs, thus reducing the need for a separate policy body for the Heritage Collection.

Museum Division

The Museum Division should be headed by a State Curator, who would provide overall direction to the several museums and historical facilities owned and operated by the State. The State Curator would also coordinate, through the Division's technical staff and resources, the state's participation in museum, natural history, and other projects which may be supported in whole or in part by the State. Involvement conceivably may extend into other disciplines related to the performing or fine arts and to the arts and sciences in general.

As described elsewhere, the museum and historical facilities of the State should be operated as a coordinated system, sharing and rotating holdings and exhibits to achieve a broadened base of services and to reduce duplication. Space and staffing requirements for the museum program have been discussed and will not be repeated here. As presently constituted, the State Museum is able to render limited services on a cooperative basis to other state agencies and to local associations and governmental units. If the total museum resources of the agencies discussed herein are managed on a coordinated basis, and if legal authority is obtained to extend these in accordance with a statewide development plan, the State will realize far more benefit from its present investments in these activities than it now does.